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ABSTRACT

The fourth annual report of the National Advisory Council on Bilingual Education summarizes the condition of bilingual education in the United States and describes the administration and operation of Title VII. The Council recommendations include the following: (1) that the Commission on Foreign Languages collaborate and coordinate its effort with the National Advisory Council; (2) that there should be a separate Department of Education at the Cabinet level; (3) that the Bilingual Education Act be expanded to provide more than short-term transitional projects designed to promptly mainstream students into an all-English program; (4) that the bilingual education program take a holistic approach to education of the entire family and conduct research on adult learning; (5) that research be conducted that examines the existing methods of implementation of bilingual programs at the secondary level; (6) that longitudinal studies be conducted of those projects which would assess the cognitive and affective development of limited English proficiency children; (7) that the Office of Bilingual Education (OBE) place a higher priority on materials development and dissemination; (8) that the OBE develop conceptual models for inservice training programs in the target languages; and (9) that the OBE institute training programs for the preparation of bilingual personnel at the secondary level. Federal and state programs in bilingual education are detailed, and current federal research in bilingual education is described. (SW)

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THE
FOURTH ANNUAL REPORT
OF THE
NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

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TABLE OF ABBREVIATIONS/ACRONYMS

BIA - Bureau of Indian Affairs

Council - The National Advisory Council on Bilingual Education

DAC - Dissemination and Assessment Center

ESAA - Emergency School Aid Act

ESL - English as a Second Language

HEW - U.S. Department of Health, Education and Welfare

IHE - Institution of Higher Education

LEA - Local Education Agency

LEP - Limited English Proficiency

LESA - Limited English-Speaking-Ability

MAT - Metropolitan Achievement Test

MDC - Materials Development Center

MELP - Measurement of English Language Proficiency

NACBE - National Advisory Council on Bilingual Education

NCBE - National Clearinghouse for Bilingual Education

NCES - National Center for Education Statistics

NIE - National Institute of Education

OBE - Office of Bilingual Education

OE - Office of Education

OED - Office of Evaluation and Dissemination (formerly Office of Planning, Budget, and Evaluation)

SEA - State Education Agency

SIE - 1977 Survey of Income and Education

SRA - Stanford Reading Achievement Test

Title VII ESEA - Elementary and Secondary Education Amendments of 1968 (The Bilingual Education Act)

TRC - Training Resource Center

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CHAPTER I

THE STATUS OF BILINGUAL EDUCATION

Introduction

When President Johnson signed the Bilingual Education Act into law in January, 1968, it set into motion one of the greatest experiments in modern education. As we mark the tenth anniversary of that event, it seems appropriate to survey the state of bilingual education to see how far it has come in a decade, and what remains to be done.

It is worthwhile to point out first of all that bilingual education is far from new elsewhere in the world, and that the United States has much to learn from other countries in this field. Secondly, in many aspects the bilingual education movement represents history come full circle, for it was the Humanist philosophy of education in the Renaissance which held that students should be taught in a language they understood. This in turn led to the first bilingual schools in England where students were taught in English and Latin.[1]

The concept that it is the right of every child to be taught in a language that he/she understands might seem elementary; however, it is a concept that is often not understood, and that is viewed by some as being revolutionary. This right is frequently not recognized and may even be actively resisted, as illustrated in this quotation from Sweden:

> In spite of declarations of intent the reforms necessary to neutralize the effects of the social inequalities of schooling are not being carried out. Reform, e.g., to prevent semilingualism by giving instruction in the mother tongue of the minority children is often opposed, and the opponents then appeal to the lack of empirical research data.[2]

Historical Review

As we celebrate a decade of Congressional endorsement of the Bilingual Education Act, it is important to remember that the concept of bilingual education is not new in this country. Bilingual schools formed part of the initial education movement in the U.S. and were instrumental in formulating the early educational philosophy of the public school system. The private schools of the 19th Century used the native language of the students as the basic medium of instruction, thereby fostering positive self-image by transmission of language, tradition and values.

Public schools were established in the 1830's and were resisted at first by German, French and Scandinavian settlers who resented taxation for schools which did not reflect their interests. As a result, bilingual schools, teaching in German, French, Swedish and Dutch, were instituted across the nation and continued to function until the early 1900's. Their disappearance was forcibly brought about by an atmosphere of racism and distrust that eventually spawned the passing of laws requiring that English be the only language of instruction and prohibiting the teaching of a foreign language below the eighth grade. This shift of educational policy had a devastating effect on bilingual education and it was not until the passage of the Bilingual Education Act in 1967 that bilingual education once again was considered a desirable educational alternative. The Act marked a major change in education policy in this country for the first time since the xenophobic outbursts of World War I had dedicated the schools to the eradication of all languages other than English.[3]

The Bilingual Education Act

The Bilingual Education Act made provisions for programs designed to meet the special educational needs of children who had limited English-speaking ability and who came from low-income families living in environments where the dominant language was other than English. It intended that participating children develop greater competence in English, become more proficient in their native language, and profit from increased educational opportunity. According to the Act, the program was to incorporate the use of two languages, one of which was English, as mediums of instruction for the same pupil population in a well-organized program which encompassed part of all of the curriculum and included the study of the history and culture associated with the students' mother tongue. A complete program was to develop and maintain the child's self-esteem and legitimate pride in both cultures.[4]

The Act marked the first official recognition that the language barrier prevented equal access to opportunities and services, and that efforts to bridge that barrier should respect the native language of the individual. The sensitivity reflected in the Act has subsequently spread to other areas, such as voting rights, the delivery of health services, consumer education, manpower training, bilingual court interpreters and the population census.

Bilingual education has been carried far beyond Title VII discretionary programs by court and state legislative actions that have mandated it as a matter of civil rights or legislative intent. The most notable of these actions is the Supreme Court decision in the Lau v. Nichols ruling. This decision states:

> " . . . there is no equality of treatment merely by providing students with the same facilities, textbooks, teachers, and curriculum; for students who do not understand English are effectively foreclosed from any meaningful education." 414 U.S. 563 (1974).[5]

Subsequent actions such as Equal Educational Opportunities Act of 1974;[6] Rios v. Read;[7] Morales v. Shannon;[8] Serna v. Portales Municipal Schools;[9] and Aspira v. Board of Education,[10] helped define the state and local role in assuring equal educational opportunity for national origin minority students. Today there are 22 states that have enacted state legislation either mandating or permitting bilingual education and earmarking funds for its implementation in school districts with substantial numbers of limited English-speaking children. In the process the United States has joined the worldwide movement toward greater recognition of human rights, not the least of which are language rights.

In this, the International Year of the Child, it might be appropriate to think of the child's right to his own language - a right which has been abridged in the past in sometimes harsh and insensitive ways. In this arena, bilingual education has helped bring greater respect for the child's language, and things such as "Spanish detention" - being kept after school for speaking Spanish - have sharply declined, though they have not entirely disappeared.

Beyond the issue of rights, it is the goal of the society, and of education to assist every individual to develop his/her potential to the fullest. The implementation of this goal must begin with the recognition of the strengths which the individual brings to the educational situation, among which is language. The compensatory-deficit views of the past considered only what the student lacked - namely competence in English - and went on from this to assume that a lack of English implied a lack of potential achievement in other areas. This view was mistakenly confirmed by the results of IQ tests given in English. Prior to the administration of these tests, no thought was given to the fact that the tests would only measure the student's knowledge of English rather than his/her intelligence, and that the only valid way to obtain a verbal measure of intelligence (if one is possible) would be to administer IQ tests in the student's own language. It required a demonstration showing that limited English proficiency children could achieve normal scores on a non-verbal test to shock the educational and measurement community into recognizing what should have been a common-sense fact.[11]

Impact of Title VII Legislation

Meanwhile, what of bilingual education itself? While the ripples initiated by the enactment of Title VII have spread throughout other sectors of the society, what has happened at the center? First, and most obviously, there has been a monetary expansion - from $7.5 million and 76 programs in 1968 to $135 million and 565 programs in 1978. Notwithstanding the increase, the amount is still inadequate to fund all the programs that would enable the participation of all LEP students. (See Charts 1 and 2 on the following pages.) During 1978-79, the program impacts 302,000 students speaking approximately 70 languages in 42 states.

Figures released by the National Center for Educational Statistics, based on the 1976 Survey of Income and Education conducted by the Bureau of the Census, corroborate the estimate that there are approximately five (5) million persons of non-English language background between the ages of 6 and 18 in the U.S.[12] Of these, approximately one million persons do not use English as their usual language, and are probably the ones most "in need".

CHART I

YEARLY LEVEL OF TITLE VII FUNDING

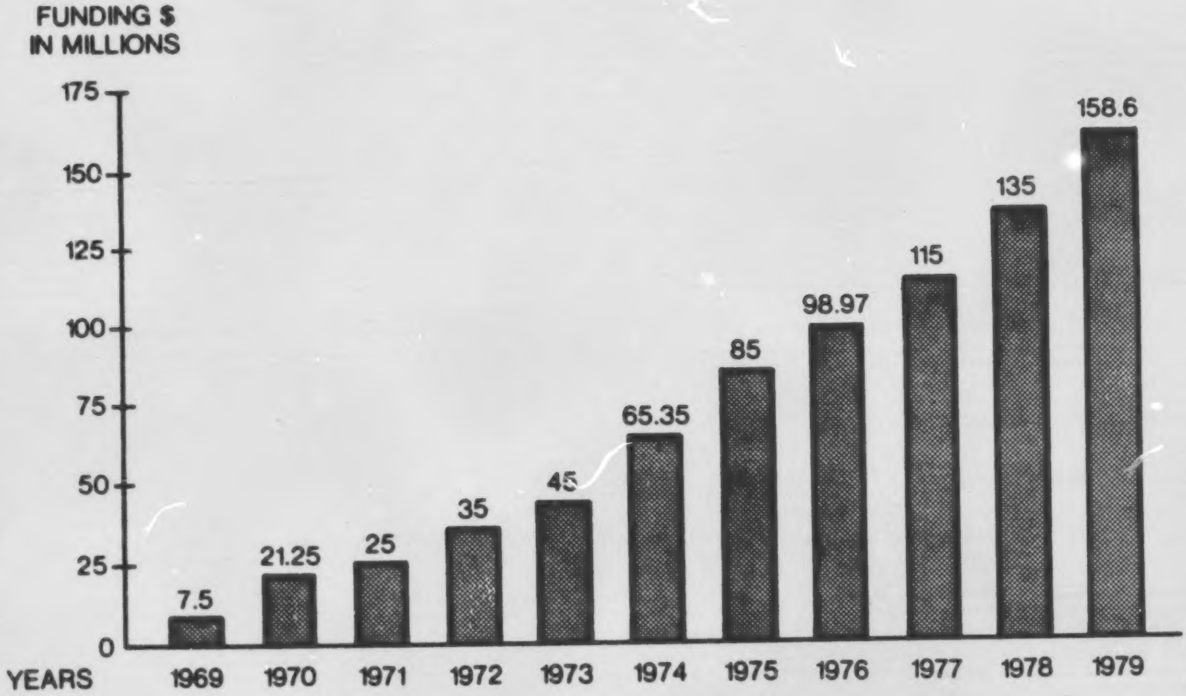
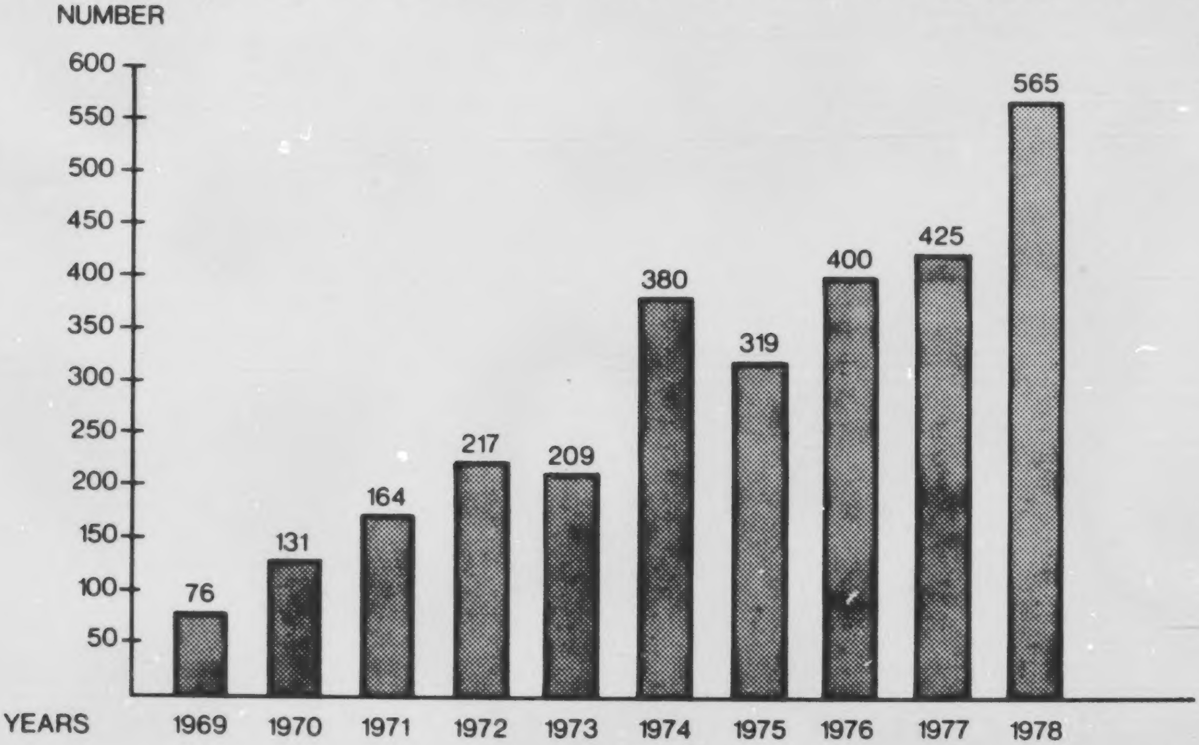


CHART 2

YEARLY NUMBER OF TITLE VII BASIC PROJECTS



Title VII currently services 302,000 students, approximately half of whom are English-dominant, so that in effect it is reaching only about 15 percent of those most in need, and less than six percent of the potential target group of five million persons. If only those limited English proficiency students most in need were to be served by Title VII funds (calculating at the lowest FY 1978 average cost per student) a minimum of $375 million (compared with the present $94.7 million) for basic school programs would be required. The Federal government is obviously not expected to assume the total cost of bilingual education, but the overwhelming need of additional financial aid necessitates the comparison and illustrates that the present effort is hardly adequate.

There are other federal programs which address the needs of the limited English-speaking that were brought about by the enactment of the Education Amendments of 1974 (PL 93-380). Several previously enacted laws were amended to incorporate provisions for bilingual education in the following programs: Emergency School Aid, Vocational and Adult Education, Library Services, Civil Rights, Indian Education, Cooperative Research, Higher Education, Educational Professional Development, and Education of the Disadvantaged. The programs focus on various aspects of learning ranging from reading improvement, vocational skills training and library services, to development and testing of novel approaches to education, such as bilingual/multicultural techniques. However, the total federal effort still does not exceed 10 percent of the identified five million LESA children.

An even more critical need exists for the adult and drop-out population of non-English speakers. Extrapolating once again from the Survey of Income and Education figures provided by NCES, it may be estimated that approximately four million out-of-school adults are in the core target group of predominantely non-English speakers.[13] Given the barriers to employment, promotion, health and other services which are imposed upon this group by the larger society due to their lack of competence in English (it could reasonably be argued that it is the society which is disadvantaged in this respect), this group should have a high priority in national educational planning. Inasmuch as these persons, in a large majority of cases, are the parents and family of the children who are in bilingual education programs in the schools, it should make good sense to address simultaneously their needs as part of a holistic approach which recognizes the family as an important part of the total educational process.

During the time the original Bilingual Education Act was being conceived in 1967, the complexities of the educational revolution it was initiating were not being fully appreciated. Consequently, programs were funded as they might be for any ordinary educational enterprise, with no time allowed for planning, teacher training or materials preparation. Programs were expected to be started with little advance preparation, teachers who had never taught in the language of their students were expected to develop immediate pedagogical proficiency, and no consideration was given to materials, assessment instruments or research.

Title VII Support System

By 1974 the needs had become apparent, and a comprehensive support system was incorporated into the new legislation. The system consisted of a network of materials development, dissemination, and training resource centers around the country, with a national clearinghouse at its center; support for state education agencies to enable them to provide greater professional guidance, and support for colleges and universities to provide advanced training for teachers and teacher trainers across the country. In addition, since lack of teacher preparation was identified as one of the greatest weaknesses in programs, funds were provided for in-service and pre-service training.

The support and resource building system authorized in the 1974 legislation was perhaps the most comprehensive ever conceived in connection with an educational program, amounting to a total integrated delivery system. In 1978, total funding for Title VII reached $135 million; $94.7 million of this (an average of $375 per student) went for basic institutional programs in the schools. The remainder was devoted to graduate fellowship programs for teachers and teacher trainers ($16 million), materials development centers ($7.5 million), training resource centers ($8 million), dissemination centers ($2.2 million), and support for state education agencies ($4.4 million), the National Clearinghouse for Bilingual Education ($1 million) jointly funded with the National Institute of Education, and the National Advisory Council on Bilingual Education ($150,000). These additional activities, which accounted for approximately 30 percent of the budget, were added to the Bilingual Education Act in its 1974 reauthorization, and will continue under the new 1978 legislation. (See Chart 3.)

The training program, of which graduate fellowships form a part, receives the highest allocation of funds of all the components in the Title VII support system. It is apparent that this effort in professional development continues to hold a high place in the hierarchy of priorities. This year 775 fellowships were awarded to graduate students at the master's and doctoral level as an ongoing endeavor to prepare leaders in the field of bilingual education.

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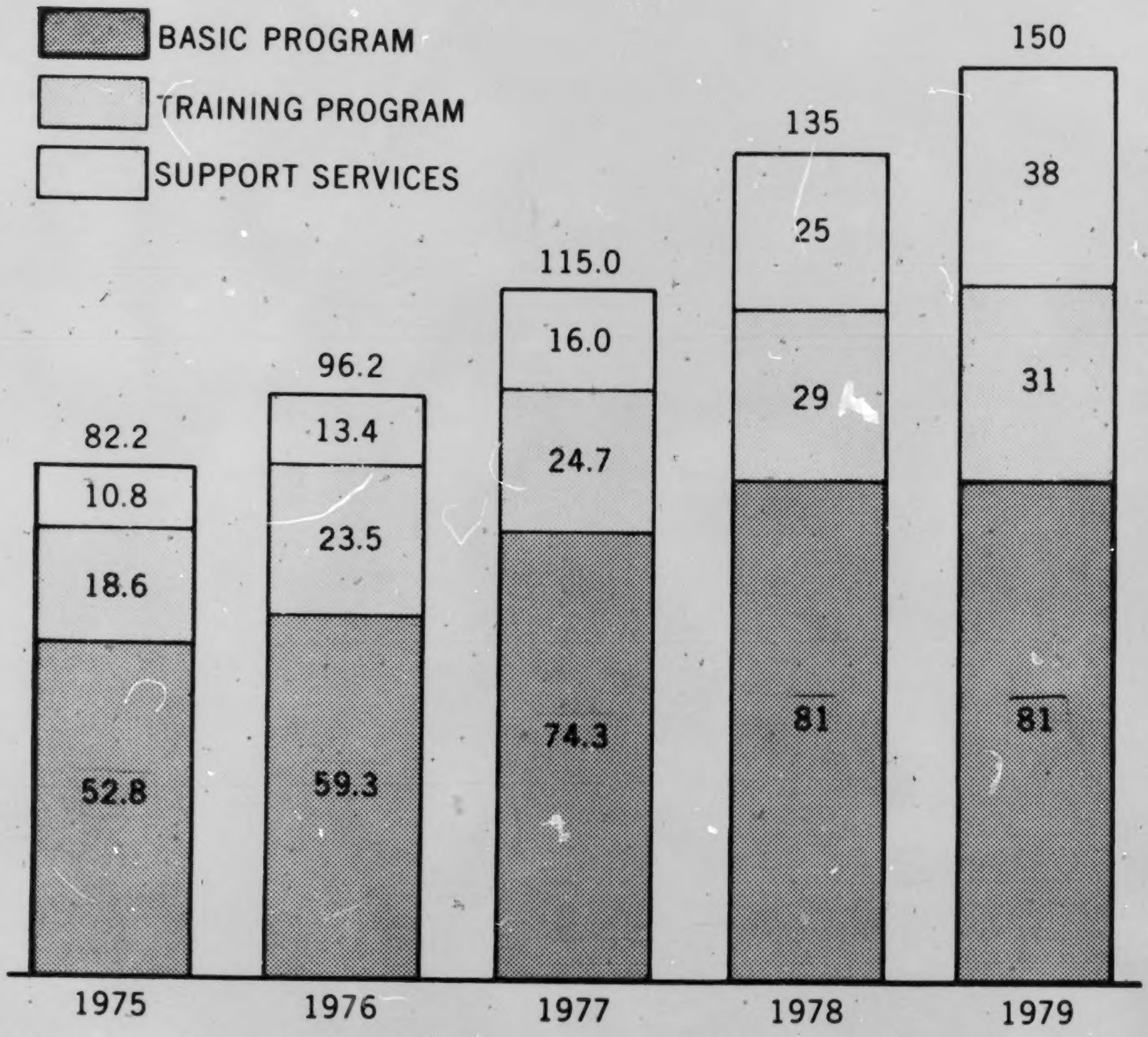
CHART 3

FY 75-79 APPROPRIATIONS FOR TITLE VII BY PROGRAM CATEGORY

(In Millions of Dollars)



On the whole, the program has been successful in assisting and training professionals interested in securing positions in bilingual education related to program management, teacher training, college teaching, research development, etc. A recent study entitled, Title VII (Bilingual Education) Fellowship Program: A Preliminary Report,[14] presents a comprehensive update of the status of the program as of August 1978, and gives insight to certain identified problem areas. It was initially calculated that a period of three years would be sufficient to complete the course of studies at the doctoral level, but the report reveals that only 82 out of 316 doctoral students actually graduated within that period of time. Most of the students needed an extra year due to special requirements and additional demands placed upon them by the university. Of these 82 graduates, 80 have been employed in leadership positions in bilingual education.

The study reveals that graduates of the master's degree program are encountering problems in securing positions higher than they held before they entered the fellowship program. In 1975, 594 master's fellowships were awarded; by 1978, 442 of the persons enrolled in the fellowship program had graduated. The following is an employment breakdown of these graduates:

274 - Classroom teachers
22 - Working in State Education Agencies
42 - Other education-related work (writing, editing, research)
7 - Doctoral students
43 - Working in IHEs
19 - Unknown
35 - Unemployed
442

The findings indicate that the majority of the graduates have not been able to advance in position and that many return to their previous employment. There are no definite answers regarding the 35 that remain unemployed, but the reasons may range from lack of jobs to overqualification. As a result, steps are being taken to deemphasize the master's fellowships and to make the majority of the awards doctoral in nature.

Another concern that has surfaced relates to the retainment of fellows in the doctoral program, most of whom are professionals who have had previous experience and who were earning substantial salaries. Many, especially family heads, expressed financial hardships and were being lured by job offers they found impossible to resist. At the present time the attrition rate is by no means overwhelming, but it is a concern that should be addressed.

The Office of Bilingual Education is being called upon by fellows to lend assistance in job placement. Although the Office does not have the capacity to act as an employment agency, it does recognize a moral obligation in light of the recent requirement that the amount of the fellowship award be reimbursed either by commensurate work in the field of bilingual education or by actual payments of the amount received at a rate of seven percent over 15 years.[15]

The fellowship component has provided major impetus toward institutionalizing many of the IHE programs in bilingual education and it has provided the platform that has facilitated their acceptance. In the four years of existence, the program has helped create further awareness of bilingual education via the development of quality programs of study in the field. Today many of the IHEs are assuming more of the cost of running the programs and additional bilingual faculty members are being hired. Fellows are having a positive impact by expanding their skills and by conducting much needed research in the field. They also disseminate information to other faculty members who have little or no knowledge of bilingual education.

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Current Issues

Bilingual education is presently undergoing close re-examination by educators, politicans and interested lay observers. There have been numerous articles both attacking and supporting the concept, some of which are conscientiously well documented and others that are distorted emotional outbursts. The criticisms put forth demand consideration, whether they appear valid or not, because it is advantageous to bilingual education to examine the claims, address those which are valid, and refute those which are illegitimate.

An allegation that has recently been voiced by Noel Epstein is that there is no federal legal requirement for schools to provide bilingual or bicultural education, referring, of course, to the Supreme Court decision in Lau v. Nichols.[16] This statement does not, however, take into consideration the full circumstances of the case as Dr. José A. Cárdenas clearly illustrates in his response to issues raised by Mr. Epstein's study. "Though the Supreme Court in Lau v. Nichols did not provide such a legal requirement [meaning bilingual education], it must be remembered that the plaintiffs made no such request in the case. The San Francisco Unified School District did have a policy toward bilingual and bicultural education, including operational programs. The issue before the Supreme Court was the exclusion of massive numbers of children from such programs."[17] In other court cases more explicit interpretations of the federal law affecting bilingual education have been illustrated; for example cases such as U.S. v. Texas (Federal Court for the U.S. Eastern District of Texas); Serna v. Portales (Federal 10th Circuit Court of Appeals); and Rios v. Read (U.S. District Court of New York) have held that the absence of a bilingual education program was in violation of the 14th Amendment of the U.S. Constitution and/or Title VI of the Civil Rights Act of 1964.[18] The federal court's interpretation of these laws is that they in effect legally mandate bilingual education programs.

Overall federal policy regarding bilingual education has generally focused on the use of native language instruction as a means of helping eligible students overcome their inadequate command of English. Noel Epstein has claimed there exists a lack of direction in federal policy and that a more explicit definition of eligible children is warranted.[19]

The recent legislative amendments change the definition from "limited English-speaking" to "limited English proficiency" in an effort to be more precise and exact. The term limited English-speaking was vague because it seemingly specified spoken English to be the sole criteria of selection while in effect adequate knowledge of a language also incorporates reading, understanding and writing.[20] This change in definition should not be viewed as a step in reducing services to those "most in need," by supposedly expanding its meaning; instead, it should be seen as a measure taken in the name of accuracy. There are, of course, a number of decisions that need to be made in order to achieve an even more precise definition, including a general determination of the degree of English proficiency needed to learn in English and the development of a meaningful test that measures oral and written language dominance. There have been a number of tests developed by private firms and local school districts, none of which have received federal endorsement.

Controversial views concerning the teaching of culture in bilingual programs have also been expressed. Tom Bethel, in his Harper's magazine article "Why Johnny Can't Speak English" claims that reinforcing ethnic identities through language and culture is not necessary to increase all student achievement.[21] Others, like Mr. Epstein, feel that it is not a federal responsibility to finance and promote student attachments to their ethnic languages and cultures and view its teaching as a separatist movement by language minorities.[22]

The question of whether cultural enrichment is related to student achievement appears contradictory to what psychologists and educators have historically stated, namely, that the student's perception of self may be one of the greatest indicators of success or failure in educational activities. In response to the claim regarding federal promotional and financial responsibility to ethnic attachments Dr. Cárdenas states that "the Federal government does not finance or promote pupil attachments to ethnicity; these attachments were formed from infancy. The Federal government finances and promotes understanding, respect and acceptance of other cultures, that is, other heritages, other traditions, values and orientation, and other lifestyles."[23] In bilingual education the child's culture and language are viewed as attributes that are appreciated and utilized within the family and society. One main objective of multicultural education is to promote an understanding that the child's ethnic culture is a part of this American culture and to help him develop and maintain pride in both cultures. It has never been a goal of bilingual or bicultural education to establish and maintain a cultural identity different from the American mainstream.

One significant criticism is the claim that there is limited educational research on bilingual education that provides a valid measurement of the outcomes of bilingual education programs. Advocates, as well as opponents, share views that this critical area has been long neglected by the Federal government and that the few existing studies lack depth, scope, time and methodology to be of any real value. Congress has been made aware of this need and has responded by increasing the authorized funding of research from $5 million to $20 million in the Educational Amendments of 1978, although the actual appropriation was only $2 million for FY 1979.

Parts of the Title VII support system have not been adequately coordinated or integrated and suffer serious problems of varying quality. This is attributed to a lack of comprehensive planning and evaluation techniques and an unclear delineation of responsibilities for each center in the system. In a recent study yet to be released by OBE/[illegible], bilingual curriculum production activities were evaluated and found to be lacking in overall coordination. Although some centers were functioning well, there was insufficient evidence of comprehensive planning or clear understanding of the particular responsibilities of the centers. Publishing efforts, although deemed generally inadequate, were not considered totally fruitless. As a further example, an earlier study by the Center for the Study of Evaluation at UCLA found no evidence that evaluations had been taken into account in re-funding programs.

Against such a background, it is not surprising that the evaluation of Title VII programs by the American Institute for Research - for all its notorious methodological faults - should have found such negative results. The largely ignored Government Accounting Office (GAO) study, which preceded the American Institutes for Research study, was equally critical, and a survey of the field by George Blanco in 1976 found the state-of-the-art to be still quite primitive. This rather gloomy appraisal may be attributed to several factors, some of them internal to Title VII, such as lack of quality review in funding of programs, inadequate evaluation, recency of the creation of the support/resource system, and lack of support for research. Some of the factors have been external, such as institutional opposition to bilingual education within schools, and unproductive extra-scholastic conditions which may override the positive effect of bilingual education.

In considering the AIR report, several points are of paramount importance. First, the report was undertaken in 1976 before the effects of the 1974 legislation providing support for teacher training could be felt.[24] As a consequence, in most programs teachers were woefully unprepared to teach bilingually and the results reflect this lack of preparation (as well as of materials, curriculum, etc.). Secondly, the AIR report averages together the results of all programs evaluated, obscuring the fact that there are programs that are successful and that demonstrate that bilingual education does indeed work. Nevertheless, all of the negative findings cannot be dismissed, but should be taken as an indication of the need to emphasize improving the quality of bilingual programs. To ignore the findings because of their methodological shortcomings would only encourage the perpetuation of weak and inadequate programs.

Research and Evaluation

Although research evidence for the success of bilingual education has existed in other countries for some time, it has arrived slowly in this country because of the aforementioned lack of funding for research. A sample of selected evidence, mostly from program evaluations, is presented in Appendix A, but some salient points may be summarized here. One of the most significant findings gathered from these evaluations is that bilingual education definitely works.

Numerous programs which have demonstrated success in various areas merit recognition, including programs in Santa Fe (NM), Rock Point (AZ), Loraine (OH), and Lafayette Parish (LA) which report data showing that students participating in the bilingual program scored higher in cognitive achievement tests (Stanford and Metropolitan) than control groups not benefiting from bilingual education.[25]

In the Spanish/English bilingual project in Santa Fe, a longitudinal study was made in an attempt to identify long-term trends in achievement among bilingual students continuously enrolled in a bilingual program for three, four or five years and a control group of students attending the same school but not enrolled in the bilingual program. Identified groups were tested with the Metropolitan Achievement Test and comparisons were made on the basis of Total Reading and Total Math subtests, and the most promising results were obtained in both math and reading for the five-year longitudinal group. The control group was superior in only one of the 15 statistically significant comparisons.

Other projects have demonstrated achievement in specific content areas. Studies conducted in San Francisco (CA), St. John Valley (NM), New Haven (CT), and St. Paul (MN) indicate results that show significant gains over control groups in the areas of mathematics and Spanish and/or English reading and language arts. In a study conducted of the French/English bilingual programs in St. John Valley, Maine, randomly selected bilingual-medium schools were matched with all-English control schools having students of comparable IQ and socio-economic status, and after five years (1970-1975), bilingually trained students were found to out-perform students in the control schools in English language skills and math, and have continued to remain ahead ever since.[26]

Student performance in the Spanish/English bilingual program in St. Paul, Minnesota was assessed in school year 77-78. Results of the cognitive achievement data reveal that Latino children in the bilingual program showed increases in Stanford Reading Achievement test scores and performed several months better in reading and language arts and equally well or better in mathematics than a comparative Latino control group.[27] Positive results have also been recorded in the Arabic/English bilingual program of Dearborn, Michigan. The 1977-78 evaluation yielded data that showed that, in general, bilingual classes consistently had higher mean scores than their equivalent control groups when tested with the Metropolitan Achievement Test (MAT). In mathematics the first grade experimental group scored a mean grade equivalent score of 2.0 as compared to a score of 1.3 for the control group. English achievement findings were also encouraging in the 2nd grade where bilingual students scored a mean grade score of 3.2, .3 higher than the national grade score of 2.9. Native language achievements were impressive in that scores in the Arabic version of the MAT went up an average of 39.3 points from pre-test scores of 47.3 to a post-test score of 86.6. The control group's score went up 28.7.[28]

Major gains in self-concept have been achieved in projects such as Artesia (NM), St. Paul (MN), Dearborn (MI), and St. John Valley (ME). Control group children continued to lose positive self-image while children in bilingual programs maintained or increased it.[29]

In bilingual projects in Philadelphia (Spanish) and New York City (Spanish, Chinese) attendance figures revealed that students enrolled in bilingual programs had a higher average daily attendance record than students in regular mainstream programs.[30]

Data from the above-mentioned Arabic, Chinese, French, Navajo and Spanish programs demonstrate conclusively the results of bilingual instruction in enabling non-English-speaking or limited English proficiency students to reach their full educational potential. In all of these programs, students who have traditionally been severely educationally deprived have REACHED OR EXCEEDED local or national norms in ENGLISH reading and mathematics, and, in addition, HAVE LEARNED TO READ AND WRITE IN THEIR OWN LANGUAGE.

One particularly significant finding to emerge is that bilingual education has a cumulative effect that may not become evident until after five or six years of instruction. This finding is of crucial importance for proposals that suggest that bilingual education be limited to a short-term program designed to exit a student into a "regular" monolingual English program as quickly as possible. Particularly impressive is the evidence from one program (Brownsville, Texas) that the longer students were in the bilingual program, the better their performance in the regular school program, though the effect did not become pronounced until after four or five years of bilingual instruction.

The findings on the cumulative effect of first teaching a child in his native language agree with positive bilingual education research results of Finnish immigrants in Sweden. These findings show that the longer they were educated in Finland before coming to Sweden, the better they did in Swedish, with the age of ten being an optimum point. Children who entered school in Sweden did less well in Swedish and lost their competence in Finnish, becoming effectively semilingual in both languages, a condition defined by Lambert as subtractive bilingualism. In general, the Finnish research demonstrates that development of competence to use the second language in cognitive tasks (as opposed to mere surface proficiency) depends heavily on competence in the native language.[31] Such findings seriously call into question the search for simple measures of English proficiency to use as exit criteria for transitional bilingual programs.

The research evidence also calls into question the transitional/maintenance distinction as an appropriate way of categorizing programs. If the focus of attention is on the educational well-being of the student, as it should be, then a major (though not the only) concern should be with the student's academic achievement. It is clear that the best way to foster achievement is to develop the student's competence in his native language, and that the longer this is continued (at least through grade six) the greater will be the outcome. In this context, the external, readily politicized goals of "transition" vs "maintenance" become secondary or irrelevant. Skills in the native language emerge as a serendipitous by-product of bilingual education. Traditionally in our society we have devoted millions of dollars and hours of effort to stamp out other languages, when these have been brought to school by native speakers, and millions more to teach some of these same languages at the secondary or college level, usually to non-native speakers. Bilingual education offers us as a country the opportunity to develop an important national resource for only a relatively slight additional investment.

Future Perspective of Bilingual Education

What is the future of bilingual education in the U.S.? The next five years will determine whether it expands and becomes institutionalized as a basic part of American education or whether it is rejected as a failure and another one of the passing fads which dot the landscape of our educational history. The basic issue at this point is one of quality - in basic programs, in materials, in teacher training, in technical assistance - for unless the overall quality of programs is improved, 1984 could mark the end of federal support for bilingual education.

The principal source of input for improving quality must be research, but until this year there has been almost no funding for research. It is ironic that although a total of 500 million - half a billion - dollars have been spent in the past decade on operational aspects of bilingual programs and support activities, only about one half of one percent of this has been spent on research. The result is that today we have virtually no research upon which to base efforts to improve bilingual programs, and often have to rely on research from other countries, especially Canada, which have spent much less than the U.S. on programs but have produced much more research.

To date, there are still large gaps in our knowledge-base in bilingual education. In particular, longitudinal studies of monolingual and bilingual children acquiring their first and second languages are not available for most languages other than English. Issues involving language disability and speech disorder cannot be answered readily since empirical data is not available describing the orderly acquisition and development of a first language such as Spanish or Navajo. Studies in the development of language for children past the age of six are not available for languages as familiar as English, much less for any of the minority languages. When other aspects particular to the education of children are considered, it is clear that much more research remains to be done. Areas such as culture, cognition, literacy and the measurement of language proficiency (both in English and in minority languages) represent areas of concern and necessitate investigation.

The plans of the National Institute of Education to support a national center for research in bilingual education will not be sufficient to meet the need, since the proposed funding level is still less than one percent of the Title VII budget, and little more than that is received by some regional desegregation assistance centers. Yet if bilingual education fails to progress, it will be mainly because of lack of support for research.

Another source of improving quality in bilingual education must be the standardization of the accreditation of the teachers which are delivering bilingual instruction to the classroom. Although the teacher training program for the Title VII system is relatively new, having begun in 1974, it is now imperative that national standards, such as the Standards for the Accreditation of Teacher Education designed by the National Council for Accreditation of Teacher Education (NCATE) be placed upon institutions training the bilingual teachers of tomorrow.

The next five years will truly be a time of testing for bilingual education. After a decade of uninterrputed growth, new legislation has created an incentive-funding approach designed to encourage the institutionalization of bilingual programs at the local level. Emphasis is on capacity-building at all levels designed to sustain a long-term commitment at the state and local level. Not only is it important that bilingual education be institutionalized financially into local education programs, but also it is of utmost importance that bilingual education be integrated into the regular curriculum as a necessary means of education rather than just as a compensatory effort. Attention has begun to focus on the need to improve quality, and a number of the Council recommendations address this issue. At the same time serious questions about bilingual education are beginning to be raised, reflecting a growing backlash in a number of areas.

If bilingual education is to survive this period of doubt, some of the dramatic evidence for the success of bilingual programs needs to be made better known, and the factors inhibiting success in other cases must be discovered and changed. The time is past when bad programs could be defended because bilingual education was still new. Equally, and perhaps more importantly, awareness of the positive benefits of bilingualism for all students needs to be increased, and the "compensatory" view of bilingual education as a program primarily designed to benefit only ethnic minorities needs to be replaced with a more positive public attitude. It is ironic, given the source of much of the opposition to bilingual education, that research evidence indicates that early study of a second language enhances the educational achievement of middle class students even more than it does for the economically disadvantaged.

The value of speaking and studying foreign languages needs to be more widely recognized, not only for the advantages it confers on the individual but also as a means of international communication. Efforts in this direction have been made this year by the creation of the Commission on Foreign Language and International Studies by President Carter. The purpose of this council will be to direct public attention to the importance of foreign language and international studies in the improvement of communications and understanding with other nations. Bilingual education will be one way of helping this council steer towards its goal. Thus, bilingual education can aid in strengthening one of our most valuable resources, and in enhancing our capacity for cross-cultural understanding - a factor which could play an important role in assuring the survival of our nation in an ever-shrinking multilingual world.

THE NATIONAL ADVISORY COUNCIL'S RECOMMENDATIONS OF 1977 WHICH HAVE BEEN ADDRESSED

The following section provides a summary of the 1977 recommendations and the responses they have received. Not all of the previous recommendations were addressed in the Title VII Educational Amendments of 1978, therefore the following update only reflects those recommendations that have been formally made part of the policy or the operational process of the affected agencies. Following this update are the Council's 1978 recommendations.

The Council recommended:	RESULTS:
THE PRESIDENT OF THE UNITED STATES	
Support the extension and expansion of Title VII of the Elementary and Secondary Education Act of 1965, as amended	Congress passed and the President signed and endorsed the expanded law for bilingual education: Public Law 95-561 Title VII Education Amendments of 1978
TO THE CONGRESS OF THE UNITED STATES	
A center for research and development in bilingual education be established	A request for proposals for a center of this type was issued in spring 1979 by NIE
Increase funding for research in bilingual education	Increase of authorized research funding from $5 million to $20 million [Reference-Title VII Bilingual Education Act-1978 Amendments-742(f)]
Increase funding for training of bilingual education counselors, librarians, administrators, and other support personnel	Training shall be provided for teachers, administrators, counselors, paraprofessionals, teacher aides, and parents [723(a)(1)(A)(i)]
Reflect adequately the pluralistic social values representative of the nation and inherent in multicultural education	Although culture is not specifically mentioned in the new legislation, there are now sections which state that historically underserved ethnic groups shall be addressed [721(b)(4)]
Allow parents of LESA students and also parents of non-LESA students to participate on a local policy advisory council	An application for a bilingual program must now be developed in consultation with an advisory council made up of parents and other representatives of limited English proficiency children. Consultation with an advisory committee shall continue throughout the program. [703(a)(4)(E)(i)(ii)(iii)]

THE NATIONAL ADVISORY COUNCIL'S RECOMMENDATIONS OF 1977 WHICH HAVE BEEN ADDRESSED

The Council recommended:	RESULTS:
TO THE COMMISSIONER OF EDUCATION	
Direct local education agencies, state education agencies, and institutions of higher education to coordinate their training and instructional activities	Eligible applicants for training activities (i.e., IHEs, private nonprofit organizations) must consult with LEAs and SEAs [723(b)(1)(2)(3)]
TO THE OFFICE OF BILINGUAL EDUCATION	
Place higher priority on materials development and dissemination	Funding has increased for Materials Development Centers (MDCs) and Dissemination and Assessment Centers (DACs) and five new MDCs were created for FY 1979
TO THE NATIONAL INSTITUTE OF EDUCATION	
NIE should specifically address the research needs of bilingual education	The National Institute of Education shall carry out a research program to enhance the effectiveness of bilingual education [742(a)(2)]
NIE shall conduct a longitudinal study of those projects which would assess the cognitive and effective development of LESA children	NIE shall conduct a five-year longitudinal study in order to measure the effect of Title VII on the educational development of LEP students [742(b)(3)]
TO THE NATIONAL INSTITUTE OF EDUCATION AND THE OFFICE OF BILINGUAL EDUCATION	
NIE shall coordinate research activities with OBE	Research activities shall be coordinated between NIE and OBE [742(a)(3)]
NIE and OBE shall establish an official policy of mutual cooperation of research efforts	NIE and OBE shall coordinate research activities in order to develop a national research program for bilingual education [742(a)(3)]

THE NATIONAL ADVISORY COUNCIL'S RECOMMENDATIONS OF 1977 WHICH HAVE BEEN ADDRESSED

The Council recommended:	RESULTS:
TO THE NATIONAL CENTER FOR EDUCATION STATISTICS	
Conduct a national research survey to identify by state:	
- The number of teachers with skills in particular target languages	NCES conducted the Teachers' Language Skills Survey which assessed teachers' skills in non-English languages in 1976
- Language assessment of school-age children	The Survey of Income and Education provided estimates of the number of LESA children per state

1978 RECOMMENDATIONS
OF THE
NATIONAL ADVISORY COUNCIL ON BILINGUAL EDUCATION

TO THE PRESIDENT OF THE UNITED STATES

- The Council commends the President for establishing the Presidential Commission on Foreign Languages and *recommends that the President direct the Commission to collaborate and coordinate its effort with the National Advisory Council for Bilingual Education.*

TO THE CONGRESS OF THE UNITED STATES

- In order that the role of the Office of Bilingual Education (OBE) be redefined to underscore its importance in the education of limited English proficiency of children, *the Council supports the creation of a separate Department of Education at the Cabinet level.*

- In light of the cumulative effect of bilingual education (as discussed in Chapter One), which may not become evident until after five or six years of instruction, *the Council recommends that the Congress expand the provisions of the Bilingual Education Act which presently limits bilingual programs to short-term transitional projects designed to mainstream a student into an all-English program as soon as possible.*

TO THE SECRETARY OF HEALTH, EDUCATION AND WELFARE

- In order for the National Advisory Council for Bilingual Education to discharge effectively its duties and responsibilities, the Council must be fully constituted at all times, therefore, *the Council recommends that the Secretary make timely appointments to the Council.*

TO THE ASSISTANT SECRETARY FOR EDUCATION

- Given that there exist large numbers of limited English proficiency adults who need basic competency skills and who are parents of limited English proficiency students, *the Council recommends that the bilingual education program take a holistic approach to education of the entire family and conduct research on adult learning, as well as implement programs for limited English proficiency adults.*

- In the interest of promoting a well coordinated and comprehensive research effort, *the Council recommends that the Office of the Assistant Secretary for Education (OASE) instruct the National*

Institute of Education and the Office of Education to establish a written official policy of mutual cooperation on research efforts and procedures.

* In order to develop sound and goal oriented research activities, _the Council recommends that OASE make a definite commitment to involve institutions of higher education in the planning and implementation of a viable national research agenda with programmatic flexibility that will utilize expert researchers in the field of bilingual education._

* To determine the most effective means of implementing programs to meet the needs of secondary level students of limited English proficiency, _the Council recommends that research be conducted which examines the existing methods of implementation of bilingual programs at the secondary level._

* Numerous and serious methodological flaws in the AIR Study design have rendered the findings of that study as inconclusive at best, if not obsolete. Therefore the need for a thorough and meaningful evaluation of the impact of bilingual education still exists. _The Council recommends that a proper evaluation, taking into account the findings and problems associated with the AIR Study be implemented and completed prior to 1983._

* Whereas little or no research on bilingual education has been previously conducted using Title VII financial resources, _the Council recommends that research activities funded under Part C of the Bilingual Education Act should focus more on the needs of linguistic minority children rather than on the management of existing programs._

TO THE COMMISSIONER OF EDUCATION

* In order to ensure efficient and effective bilingual education services to children of limited English proficiency, _the Council recommends that the Commissioner of Education direct local education agencies, state education agencies, and institutions of higher education, as well as non-profit organizations, to coordinate their training and instructional activities._

* In order to ensure that the views of the Council concerning the implementation of the bilingual education program are discussed and acted upon, _the Council recommends that the Commissioner of Education confer with the Council concerning their recommendations._

- * In an effort to enhance the efficiency and cohesiveness of the Title VII program, *the Council recommends that the Commissioner take immediate action to ensure coordination and cooperation between the Grants and Procurement Management Division (G&PMD) of USOE and the Office of Bilingual Education.*

TO THE NATIONAL INSTITUTE OF EDUCATION

- * In order to measure the impact of exemplary demonstration projects, *the Council recommends that the National Institute of Education conduct longitudinal studies of those projects which would assess the cognitive and affective development of limited English proficiency children.*

TO THE OFFICE OF BILINGUAL EDUCATION

- * In accordance with suggestions from the Title VII Program Audit and so that the basic program and the support system may function in a more efficient manner, *the Council supports the following recommendations:*

  - *That training resource centers (to be called "Bilingual Education Support Centers" in the future) increase technical assistance and communication with LEAs and SEAs, and to work directly with the classroom teacher.*

  - *That dissemination and assessment centers (to be called "Evaluation, Assessment and Dissemination Centers") place their greatest emphasis on evaluation and create evaluative models to be used by the LEAs.*

- * To reduce duplication of efforts in all aspects of the field, *the Council recommends that closer means of communication be established within the Title VII Resource Center network.*

- * Centers with demonstrated experience in conducting particular tasks, or possessing unique strengths and delivery capabilities should be utilized nationwide in assisting in bilingual effort. *Therefore, it is suggested that the National Network of Centers be utilized to a greater degree by OBE in planning, operationalizing and assessing program implementation.*

- * The Council supports the premise that the bilingual program should strive to serve as many of the different language groups which comprise our limited English proficiency population. *Therefore, the Council recommends that OBE pay special attention to the education needs of limited English proficiency children from historically underserved popualtions.*

- In order to meet the legislative mandate for the implementation and maintenance of high quality bilingual programs, *the Council recommends that programs which do not meet the purpose of Title VII for whatever reasons be terminated as expeditiously as possible.*

- To continue to emphasize its capacity-building role and to improve bilingual services, *the Council recommends that the Office of Bilingual Education place a higher priority on materials development and dissemination, and the development of adequate testing methods and instruments for evaluation of programs serving limited English proficiency children.*

- To broaden the range of personnel available for bilingual education programs and enable teachers to meet educational certification requirements, *the Council recommends that the Office of Bilingual Education research and develop conceptual models for in-service training programs in the target languages. These programs should then be formally structured in a career-ladder fashion.*

- To meet the impending need for relevant quality training in bilingual education, *it is recommended that a task force be funded to work with the American Association of Colleges for Teacher Education and the National Council for the Accreditation of Teacher Education in order to insure that the accreditation of programs to prepare professionals in bilingual education is consistent with the goals and objectives of Title VII.*

- Recognizing that there are limited English proficiency students in secondary grades who have an unmet need for bilingual services, *the Council recommends that the Office of Bilingual Education institute training programs for the preparation of bilingual personnel at the secondary level.*

- Recognizing the need for competent guidance and counseling personnel to meet the needs of the limited English proficiency children, *the Council recommends that more emphasis be placed on funding of personnel to function in the area of counseling, guidance, school psychology, and special education within the Title VII programs.*

- The Council fully supports the legislative mandate requiring that parents of children participating in bilingual programs be fully informed of the instructional goals of the program and the progress of their children. *Therefore, the Council recommends that OBE encourage participating LEAs to provide quality and timely information to parents, and that such information be provided in a manner that the parents will understand.*

* In an effort to provide as much information to the general public on the merits of bilingual education, *the Council recommends that OBE instruct the Clearinghouse to assume and to pursue a leadership role in disseminating and promoting information on bilingual education.*

* In order to properly handle and transact all the business of the NACBE Council, *it is recommended that a full-time staff person be appointed by OBE to work solely with the ouncil's affairs.*

CHAPTER II

THE ADMINISTRATION OF THE BILINGUAL EDUCATION PROGRAM

Introduction

The bilingual education program, mandated by Title VII of the Elementary and Secondary School Act and administered through the Office of Bilingual Education continues to serve as the primary program within the Federal government implementing a bilingual approach to education. The bilingual education concept and the delivery mechanism developed to demonstrate the dual language instructional approach continue to enjoy and maintain the support of the Congress and its appropriate committees, as evidenced by the increases in appropriation and the expanded activities authorized during the program's ten year history.

The recently enacted Education Amendments of 1978 further refined as well as mandated increased activities for the program. (See Exhibit 1, Appendix B, for legislative changes.) The Congress changed the criteria for participation in the program from limited English-speaking ability to "limited English proficiency," and defined this to include children who have "sufficient difficulty speaking, reading, writing, or understanding the English language...". The Congress has also instructed the Secretary to deliver to the Congress no later than December 31, 1981, a report setting forth recommendations on the methods of converting the bilingual program from a discretionary grant program to a formula grant program by no later than July 1, 1984. Recommendations as to whether or not such conversion would best serve the needs of limited English proficiency (LEP) children must also be submitted before 1982.

The education amendments also placed heavy emphasis on the support mechanism of the program. It mandated that materials developed through Title VII "...shall be comparable to the quality of materials provided in classrooms for English dominant children." Congress also placed a heavier emphasis on research efforts within the program, mandating several specific research activities designed to investigate various issues confronting the bilingual program.

The Bilingual Program Audit - Restructuring for the Future

The legislative changes and mandates within the 1978 Education Amendments prompted the U.S. Office of Education to undertake a comprehensive and indepth assessment of the present procedures, operations, and functions of the Office of Bilingual Education. This activity has been long is coming. Working in concert with the Director of OBE, external management consultants conducted an extensive and indepth review of the program. The review identified and examined 21 major issue areas and proposed a series of recommendations responding to these issues. Depending on the final recommendations to be implemented, the program audit will have a major impact on the operations of the program. Some of the recommendations have already been accepted and their effect will be reflected in the rules and regulations for the 1980 funding cycle.

The program audit has already resulted in a major change in the way that USOE looks upon the bilingual program. The audit report documented and USOE accepted the fact that while the program, over its ten-year history, has been considered a demonstration program, the program as administered, actually functions as a service program, and should be viewed as such. Therefore, policy makers within USOE and the OBE administration will redirect their thinking to this view, and procedures in the operation of the program will change to coincide more closely with this new dimension.

This redirection of the program as a service program will emphasize the needs of LEP children within the LEAs, and provide for service and capacity building of the LEAs, but will retain some elements of demonstration. Thus, basic program grants will be awarded based on the need of the LEA to service LEP children and build capacity within the system to serve those children, with special emphasis given to reaching those students with a greater need for bilingual education. The funding criteria will change as a result of this, allowing 50 points out of a possible 100-point scale for need, with other elements such as staff development, quality service, etc. receiving the remaining 50 points.

One of the many changes resulting from this redirection may be the elimination of the need to submit elaborate and voluminous proposals. Proposals will need to identify the number of children in need of services, and document the need of the LEA to develop capacity-building to serve those children. The length of the proposal may even be dictated within the rules and regulations. The elimination of previously burdensome proposals hopefully will relieve OBE personnel of time-consuming paperwork, allowing them more time to assist the LEAs with some of the real support needs.

Another recommendation under discussion is the elimination of, or at least the de-emphasizing of the cumbersome and time consuming task of proposal reading by outside readers. Because basic programs will be funded within the budget allocation primarily according to need, an extensive review is almost unnecessary. The elimination of this process would greatly reduce the amount of personnel time presently required during the proposal review process and allow OBE personnel to devote more time to provide further assistance to the grantee.

The program audit also focused its attention on the present structure, functions, and responsibilities of the various elements that presently constitute the Title VII support system. The audit concluded that although the support system is designed to provide services and assistance to the LEAs operating the basic program, the present structure is somewhat inadequate, lacking direction, and requiring much coordination. The audit findings and recommendations have redefined the responsibilities of each of the system's elements and have recommended different funding mechanisms.

Training Resource Centers (TRCs) will be redesigned as Bilingual Education Support Centers (BESCs) with an expanded role of providing not only training, but also actual technical assistance and guidance to the LEAs. This expanded role is based on the premise that the real expertise in bilingual education should and must reside in these centers. The LEAs will be directed to look towards these centers for assistance, rather than to OBE. This change will hopefully also allow OBE to utilize its personnel more effectively in their actual responsibility of grants processing.

Material development activities will receive more direction from OBE with input from the LEAs and the BESCs by changing the funding mechanism from grants to contracts. Using contracts, OBE will be able to procure specific materials identified as needed within the program. Under the present grant process, OBE is prohibited from providing direction and is therefore unable to reduce overlap on the types of material being developed. Thus, Material Development

Centers (MDCs), as presently constituted, will be phased out and replaced by contracted projects for specific materials. Eligibility criteria for these contracts will also be increased to allow non-profit and profit entities to compete.

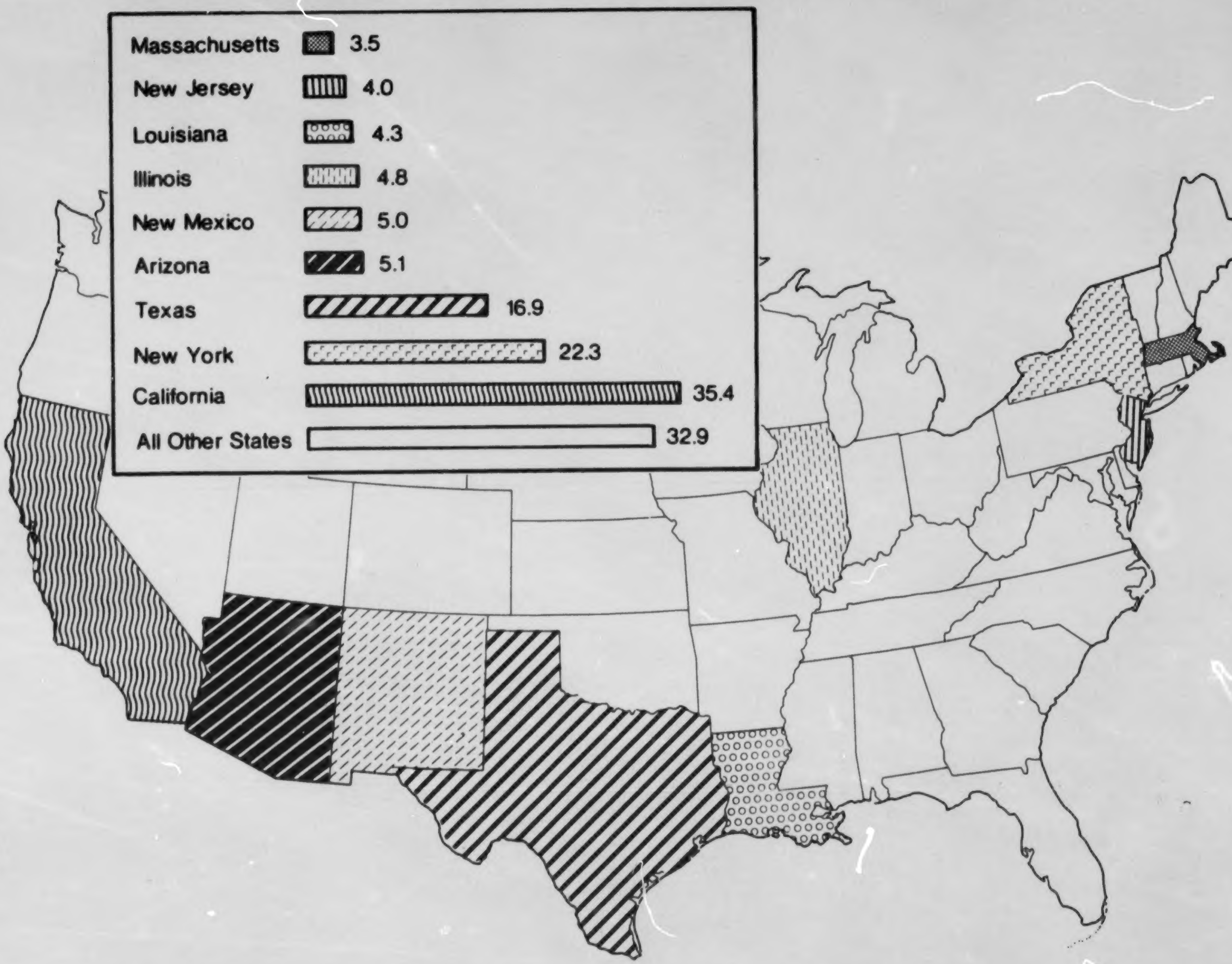
The activities and functions of the present Dissemination Assessment Centers (DACs) will also be redesigned placing a greater emphasis on assessment and evaluation. The new centers will be known as Evaluation, Dissemination, and Assessment Centers (EDACs). The primary responsibility of these centers will be to develop expertise in evaluation and assessment practices which can assist the LEAs in performing a better job in these areas. Evaluation models tailored to specific language groups and geographical areas will be produced, as well as assessment procedures. Other audit recommendations provide for SEAs to take more responsibility and a leadership role in assisting the LEAs to develop quality programs.

The program audit also addressed many other issues confronting OBE, many of which at the time of this writing remain under discussion. It is apparent that the audit will strengthen the program and will provide a new direction as the bilingual program enters its second decade.

The Delivery System and Its Implementation

Over its ten year developmental period, the bilingual program has and continues to implement a service delivery mechanism whose primary objective is the education of the limited English proficiency child. Inherent in this approach has been the implementation of the basic education program at the local school level, coupled with an extensive support system consisting of teacher training activities, education materials development and dissemination,

DISTRIBUTION OF TITLE VII FUNDS BY MAJOR STATES — FY 1978


Massachusetts 3.5
New Jersey 4.0
Louisiana 4.3
Illinois 4.8
New Mexico 5.0
Arizona 5.1
Texas 16.9
New York 22.3
California 35.4
All Other States 32.9

research, as well as coordination and information dissemination activities. When implemented in a cohesive and coordinated manner, the bilingual program attempts to address and meet the total education needs of the LEP child in its broadest interpretation.

The Basic Program

The basic bilingual education program, administered and carried out on a daily basis in hundreds of classrooms throughout the U.S., is the heart of the bilingual program, as well as its proving ground. It is in these classrooms that the dual language instructional approach has been implemented and refined. Methodology is constantly being re-examined by educators in an attempt to meet the ultimate objective of developing the most appropriate instructional approach.

During Fiscal Year 1978, a total of $94,710,221 or 70 percent of the Title VII appropriation, was allocated to 565 projects in 42 states, the District of Columbia, American Samoa, Guam, Puerto Rico, the Pacific Trust Territories, and the Virgin Islands. These funds benefited a total of 302,162 students who reportedly participated in these projects (see Exhibit 2, Appendix B). The projects addressed 69 languages and dialects (see Exhibit 3, Appendix B) ranging from widespread Indo-European languages such as Spanish and French to the lesser known Eskimo languages spoken in Alaska.

During this same year, 141 new basic demonstration projects were funded in 30 states. Chart 6 shows the number of new projects initiated in each state and the target languages for which the programs were designed. Kentucky initiated a bilingual program for the first time in FY 1978.

CHART 5

ALLOCATION OF TITLE VII APPROPRIATIONS — FY 1978

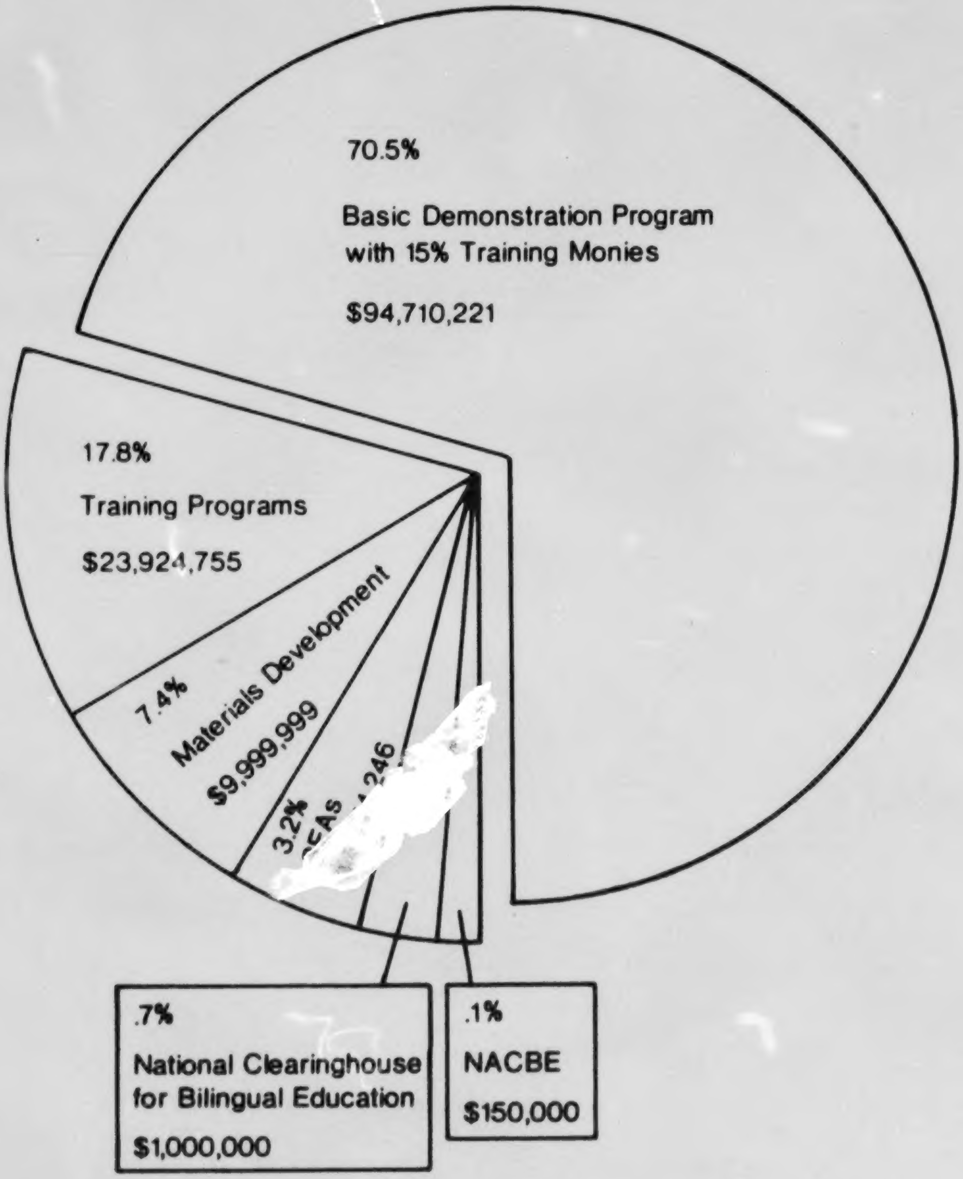


Chart 6

TITLE VII PROJECTS INITIATED IN FISCAL YEAR 1978

STATE/TERRITORY	NUMBER	LANGUAGES
Alaska	1	French, Korean, Japanese, Thai, Yup'ik, Spanish
Arizona	6	Spanish, Navajo, Hualapai, Havasupai
California	33	Chinese, Spanish, Japanese, Korean, Indo-Chinese, Portuguese, Tagalog, Armenian
Colorado	1	Spanish
Connecticut	1	Spanish
Delaware	1	Spanish
Florida	1	Spanish
Illinois	3	Greek, Korean, Spanish
Indiana	2	Spanish
Kansas	1	Spanish
Kentucky	1	Chinese, Korean, Vietnamese, German, Russian
Louisiana	9	Italian, Spanish, French, Vietnamese
Maine	2	French
Massachusetts	1	Spanish
Michigan	4	Ojibwe, Arabic, Spanish
Montana	4	Crow, Northern Cheyenne
New Jersey	3	Spanish
New Mexico	10	Tewa, Spanish, Keresian, Navajo
New York	21	Spanish, Algonkin, French, Japanese, Portuguese, Haitian, Mohawk, Italian, Chinese, Greek, Korean
North Carolina	1	Greek, Spanish, Vietnamese
Ohio	1	Spanish
Oklahoma	1	Cherokee
Pennsylvania	1	Spanish
Rhode Island	2	Portuguese, Spanish
South Dakota	2	Spanish, Lakota
Tennessee	1	Chinese, French, Spanish, Japanese, Persian
Texas	22	Spanish
Utah	1	Spanish
Virginia	2	Korean, Spanish, Vietnamese
Wisconsin	1	Menominee
Virgin Islands	1	Spanish
Total	141	

Only eight (8) states, (Nevada, North Dakota, Nebraska, South Carolina, Iowa, Arkansas, Alabama, and West Virginia) do not operate a bilingual program. Chart 7 depicts the total number of bilingual programs funded by the Office of Bilingual Education in each of the 42 states.

Due to the short time span that professional teacher training programs have been in existence, there still exists a scarcity of teachers fully trained in bilingual education. Therefore, each of the school districts operating a basic bilingual program is required to spend an adequate level of its total grant allocation for in-service and pre-service training of its instructional personnel. This facet of the program is one of several designed to increase the number of trained personnel.

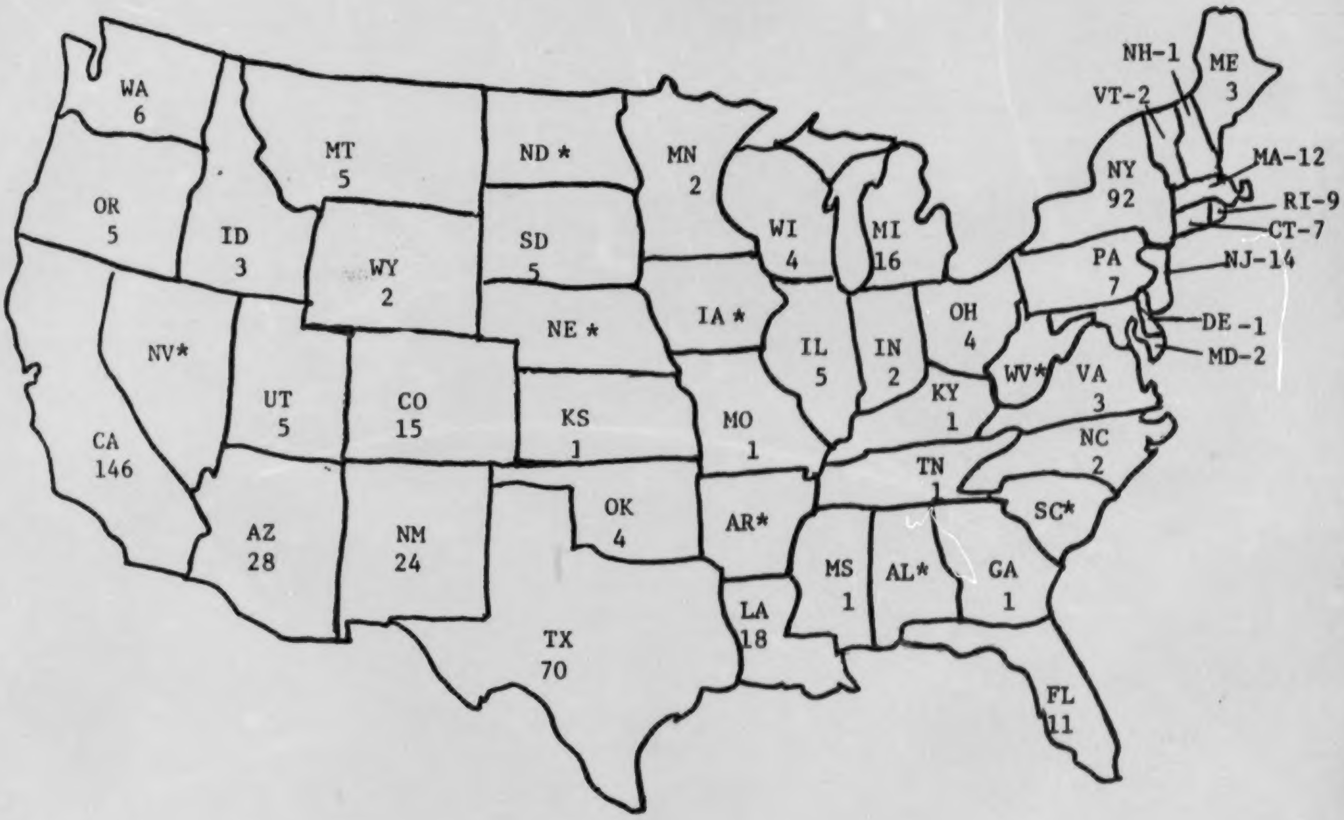
The Training Program

Providing local education agencies with funding, although a necessary condition for the implementation of bilingual programs, is not a sufficient condition for addressing all of the needs of LEP children. After the excitement caused by the enactment of the legislation in 1968 subsided, the real challenge became apparent. What does one do when few professionals are trained in dealing with the bilingual education concept? While other programs may have been able to benefit from previous training models, the bilingual program had little foundation to build upon.

Thus, the early administrators of the bilingual program had to begin dealing slowly and methodically with these aspects of the delivery design. The development of adequately trained professionals within the programs started in 1975, seven years after the first bilingual education law. The development of trained personnel is presently divided into three distinct

TITLE VII BASIC PROGRAMS BY STATE - FY 1978

Alaska = 9
Hawaii = 1


WA 6
OR 5
CA 146
NV*
ID 3
MT 5
WY 2
UT 5
AZ 28
CO 15
NM 24
ND *
SD 5
NE *
KS 1
OK 4
TX 70
MN 2
IA *
MO 1
AR*
LA 18
WI 4
IL 5
MI 16
IN 2
OH 4
KY 1
TN 1
MS 1
AL*
GA 1
FL 11
SC*
NC 2
VA 3
WV*
PA 7
NY 92
VT-2
NH-1
ME 3
MA-12
RI-9
CT-7
NJ-14
DE -1
MD-2

* States not receiving Title VII funds for basic projects

components, which are administered through colleges, universities, LEAs and SEAs. These are: 1) the Stipend Component, designed to assist and train persons interested in pursuing careers in the bilingual education field; 2) the Improvement, Innovation and Reform Component, designed to assist and encourage training institutions to enhance, upgrade, or initiate training programs to train persons for careers in this field; and 3) the Graduate Fellowship Component, designed to assist and train persons who will eventually become involved in training other bilingual professionals.

During the current fiscal year, $11-million were allocated to the Stipend and Improvement, Innovation and Reform Components and $5,037,333 was spent on the Fellowship Component.

The Stipend Component funds are used to provide financial assistance to trainees participating in some type of training program, be it administered by a university or college, LEA, or SEA. These trainees may include teacher aides, parents, or actual teachers in pre-service or in-service training. In FY 1978 there were 102 training projects in 27 states serving 29 languages and 4,423 trainees.

The Improvement, Innovation and Reform Component funds are employed to assist and encourage training institutions to enhance, upgrade or initiate training programs by improving or developing post secondary curricula, and hiring and retaining qualified bilingual education faculty.

A total of 775 fellowship totaling $5,037,033, were awarded to graduate students in 18 states attending 46 institutions of higher education during the current fiscal year. (See Exhibits 4 and 5, Appendix B.) The fellowships covered tuition, books, fees, stipends, and dependency allowances. Of this total, 264 fellowships were for master's degree level work. Of these, 177 fellowships were awarded to students concentrating on Spanish/English language programs, 48 on Asian/Pacific language programs, 26 on Indo-European language programs other than Spanish, and 13 on American Indian language programs.

Five hundred and eleven (511) fellowships were awarded for doctoral level work. Of these, 406 fellowships went to students concentrating on Spanish language programs, 13 to persons pursuing Native American language programs and 58 went to persons pursuing Asian-American language programs. An additional 34 fellowships went to students pursuing programs dealing with various Indo-European languages such as Greek, Portuguese, Italian and French.

The professional development effort continues to have a high priority within the Office of Bilingual Education. Working together with the National Institute of Education and the National Center for Education Statistics, OBE is attempting to develop a better understanding of the human resource requirements of the program. Several studies and surveys conducted through NIE and NCES have contributed some data which will help hopefully to further refine the type of design which this effort should pursue in future years.

The Support Mechanism

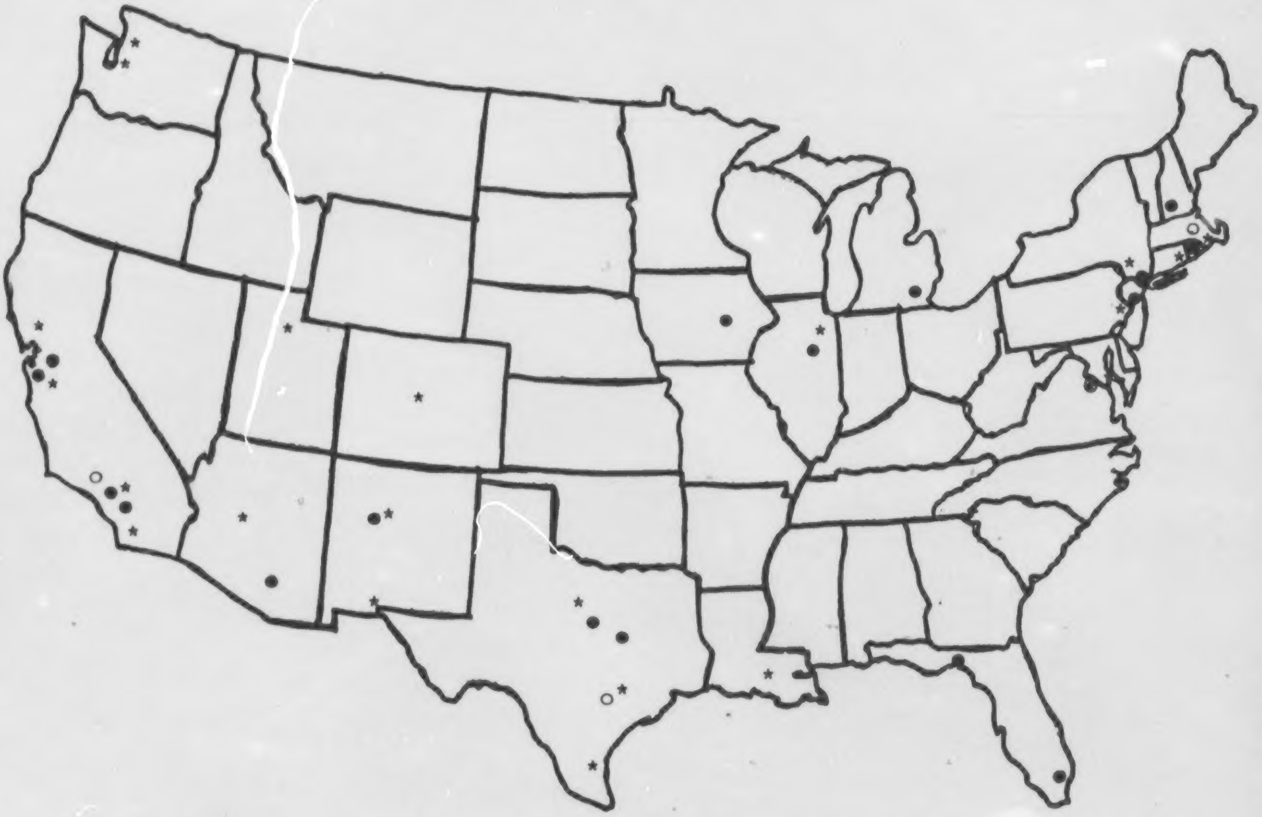
Whereas the training of personnel to teach in a bilingual classroom has been difficult due to limited and/or inadequate training programs, etc., instruction in the classroom has been equally difficult because of a lack of availability of adequate quality educational material designed for use in a dual language instructional approach. The reasons for this scarcity of material are obvious - the primary one being that commercial publishers are not interested in small and marginal markets. Thus, as the bilingual program has proceeded to demonstrate its approach and its effectiveness, it has had to simultaneously develop its own support system to assist it in its effort. In Fiscal Year 1978, that support system, referred to more commonly as the National Network of Centers (see map on next page) was comprised of five integral and interlocking components consisting of: 20 Training Resource Centers (TRCs), 19 Materials Development Centers (MDCs), 3 Dissemination and Assessment Centers (DACs), the National Clearinghouse for Bilingual Education (NCBE) and support activities funded through state education agencies (SEAs). Chart 8 depicts the support system and the way that it impacts upon the education of the LEP child in the basic program.

The support system is designed to impact upon the total needs of the LEP child as (s)he progresses through the program. This system has evolved over the last four years. Each year the number of different centers has increased to meet the growing demand for support services. The three types of centers (TRCs, MDCs, DACs) work within prescribed service areas. The 20 TRCs function within eight (8) service areas, each TRC working with specific school districts within its service area. The TRCs have the most direct amount of contact with the individual projects within the network, and thusly work more closely to the LEP child. The 19 MDCs function within seven (7) service areas, and each MDC, (depending on type, level, and language of the materials being developed) is assigned to work in conjunction with the TRC servicing the appropriate area where the MDC will pilot test its materials.

The development, production, and dissemination of classroom materials effort is completed with the services of three (3) Dissemination and Assessment Centers. These centers function within three (3) service areas which together cover the entire country. While the MDCs have the primary

TITLE VII NETWORK OF CENTERS - FY 1978

Alaska ●
Hawaii ●



Legend:

- ○ Dissemination and Assessment Centers (3)
- ● Materials Development Centers (19)
- * Training Resource Centers (20)
- ● National Clearinghouse for Bilingual Education

THE BILINGUAL EDUCATION PROGRAM ELEMENTS

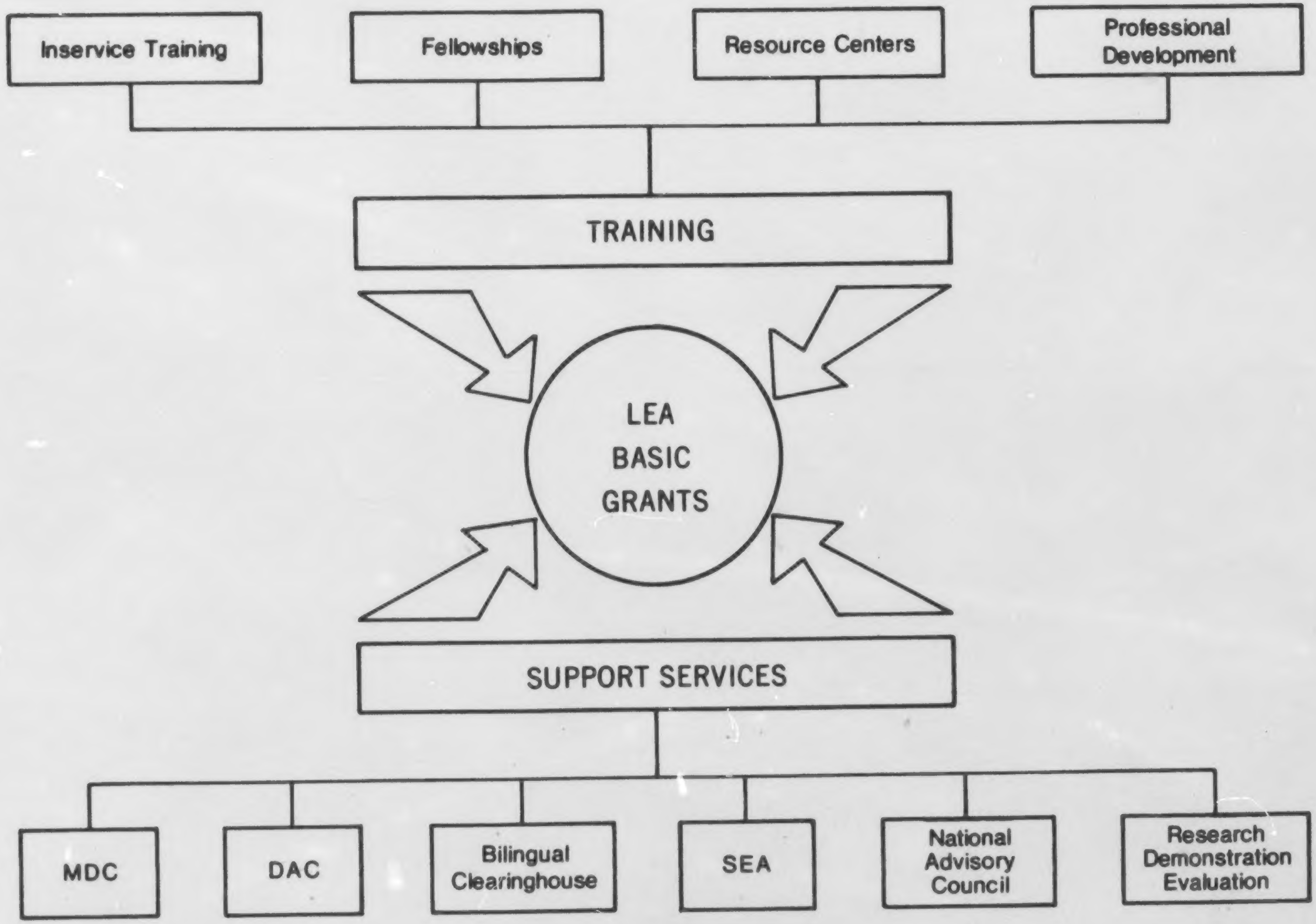

Inservice Training
Fellowships
Resource Centers
Professional Development
TRAINING
LEA BASIC GRANTS
SUPPORT SERVICES
MDC
DAC
Bilingual Clearinghouse
SEA
National Advisory Council
Research Demonstration Evaluation

CHART 8

responsibility of developing classroom materials, the DACs have the responsibility of producing and disseminating the materials in finished form. Thus, each DAC works with the different MDCs within its service area to assure that the right material in proper format reaches the bilingual classroom.

During the current fiscal year, $8,041,535 were allocated to Training Resource Centers, $7,597,073 to Material Development Centers, and $2,265,426 to Dissemination/Assessment Centers. Exhibits 6, 7, and 8 of Appendix B list the different centers, their location, funding levels, and the different language groups which each center serves.

The National Clearinghouse for Bilingual Education (NCBE) is the latest addition to the support system. Unlike the other components of the network, the Clearinghouse is the only one of its kind and is national in scope. The Clearinghouse is designed to serve as the central information bank of bilingual education in the U.S. Toward this effort, the Clearinghouse is responsible for identifying and acquiring any and all relevant information on bilingual education, and making this information available to the bilingual education field. In order to perform this task, the Clearinghouse interacts with all the different elements which comprise the bilingual effort. The Clearinghouse interacts, communicates, and serves the information needs of the classroom teacher, bilingual program administration, bilingual program support personnel, school district administrators, state education agencies, college and university students and faculty, researchers, federal agencies serving the limited English proficiency population, as well as the general public interested in bilingual education. As part of the National Network of Centers, the Clearinghouse assumes a leading role in identifying information on materials gaps, maintains a central data bank on all material available at and through the Network of Centers and serves as the leading source for disseminating non-instructional material into the bilingual field.

The information dissemination responsibility of the Clearinghouse is being performed by compiling an automated database on bilingual education, which upon completion, will be capable of being searched on-line by anyone with access to a computer terminal and trained in on-line searching. When this is completed, it will make information on bilingual education readily available. The database is scheduled for its pilot test in May 1979.

A particular service of the Clearinghouse is information product development - better defined as the compilation, production, and dissemination of educational (non-classroom) products designed not specifically for the child, but rather for the different practitioners in the field of bilingual education. Thus, the impact upon the child is attained by fulfilling informational needs of those providing direct services to the LEP child.

Through its information acquisition and dissemination, the Clearinghouse also serves a very important role in identifying information gaps, research needs, etc., which are then directed to the appropriate entity (i.e., NIE, NCES, etc.) for action.

The Clearinghouse is funded jointly by OBE and NIE, in its second year of operation, located in Rosslyn, Virginia, and is operated under contract by InterAmerica Research Associates, Inc.

State education agencies (SEAs) are provided with financial resources from Title VII to carry out activities which will support the bilingual program within their respective state and which will encourage the SEAs to establish a bilingual education component within their respective agencies. These components then assist the state bilingual effort in various ways. This may include training and technical assistance activities, coordination of bilingual activities, and other support services. The amount of financial resources, as per the education amendments of 1974, was five percent (5%) of the total Title VII funds going to any state. The 1978 amendments, however, have changed this allowing OBE discretionary authority to award an amount which it feels necessary to accomplish an effective program. During Fiscal Year 1978, $4,374,246 were awarded to 39 states, the District of Columbia, Puerto Rico, the Pacific Trust Territories, and the Virgin and Mariana Islands. (For total federal funding to states, see Exhibit 9, Appendix B.)

CHAPTER III

OTHER FEDERAL PROGRAMS ADDRESSING ASPECTS OF BILINGUAL EDUCATION

The enactment of the Education Amendments of 1974 (P.L. 93-380) broadened the mandate for bilingual education by providing that other education programs administered by USOE also address the needs of LESA persons. Bilingual education provisions were incorporated into several previously enacted laws covering Emergency School Aid, Vocational and Adult Education, Library Services, Civil Rights, Indian Education, Cooperative Research, Higher Education, Educational Professional Development, and Education of the Disadvantaged.

These amendments precipitated additional activity in other areas as well. Programs operated by the Department of Labor through three separate titles of the Comprehensive Employment and Training Act of 1973, as amended, were altered to incorporate consideration for LESA enrollees. In 1976, the Bilingual Health Manpower Training Act was passed and signed by the President. The Department of Health, Education and Welfare's Administration for Children, Youth and Family, formerly the Office of Child Development, initiated a "Head Start Strategy for Spanish-speaking Children" ranging from outlining research objectives to establishing four (4) resource centers to disseminate information on early childhood bilingual education.

Programs affected by the 1974 Education Amendments focused on various aspects of learning. These range from reading improvement, vocational skills training and library services, to development and testing of novel approaches to education, such as bilingual/multicultural techniques.

A brief inventory of these programs shows that the English as a Second Language (ESL) method is used predominantly in programs serving adults rather than more comprehensive bilingual approaches. Many programs operated within USOE are identified as bilingual; often this is a misnomer. ESL programs focus on using language techniques which allow the student to make a rapid transition to English with little regard for developmental skills in the native language. These programs do not focus on curricula that incorporate other cultural variables related to the language and, therefore, are not bilingual efforts. Therefore, the Council cautions the reader that when the following summaries on these programs mention "bilingual services," as identified by USOE, the services may not be fully bilingual in the sense of the terms used in this report.

Through its analysis of programs within the Office of Education, the Council has found that the bilingual provisions of the Education Amendments Act, with few exceptions, have been implemented unsatisfactorily. Reluctance to adhere to the bilingual approach as envisioned by the Office of Bilingual Education is widely evident. Many of the programs are relying on compensatory measures to address the needs of limited English-speaking ability persons. Programs labeled as bilingual often range from ESL programs to marginal language programs such as teaching in the native language of the student. Information on the bilingual education capabilities of teachers and instructors in these programs, if known, varies widely. Therefore, the extent to which LEP students in need are being served is inadequately reported, and precludes a just analysis of their performance.

The Council is convinced that greater coordination and monitoring is required to develop truly bilingual services in these programs which now purport to be bilingual programs. The Council recognizes a strong need for a mechanism within USOE to ensure greater coordination in the operation of these programs, and to ensure that truly bilingual sources are provided. It is for this reason that the Council feels that a Bureau of Bilingual Education must be created within USOE, which will have coordinating authority and responsibility as envisioned by the Congress in the Education Amendments of 1974.

The following is a brief resume of each of the programs of the Federal government, other than those run by the Office of Bilingual Education, which were designed to address the needs of those of limited English proficiency.

Bureau of Elementary and Secondary Education

The Office of Equal Educational Opportunity Programs supports bilingual instruction under two authorities related to school desegregation: The Emergency School Aid Act (ESAA) (P.L. 92-318) and Title IV of the Civil Rights Act of 1964. Under ESAA, school districts carrying out desegregation programs involving children who require bilingual instruction may apply for funds to support a bilingual program. ESAA bilingual grants can also be made to non-profit organizations conducting educational activities in support of a school district's bilingual education program. Under Title IV, technical assistance and advisory services are made available to school districts through nine National Origin Desegregation Assistance Centers and special offices in the education agencies of twenty-two states. School districts can also be provided funds directly for hiring advisory specialists in bilingual education and for staff training.

Title I of the Elementary and Secondary Education Act provides federal assistance to nearly all local educational agencies (LEAs) and to certain state educational agencies (SEAs) to enable them to expand and improve the educational services they provide to children with special educational needs, including limited English proficiency students. The statute authorizes grants to support programs for educationally deprived children in low-income areas, for handicapped children and institutionalized neglected or delinquent children for whose education state agencies are responsible, and for migratory children. It also authorizes payments to the Department of the Interior for programs for educationally deprived children on reservations. Less than 20 percent of the regular Title I program serves children with limited English-speaking ability, but 55 to 70 percent of students in Title I migrant education programs are either Spanish dominant or bilingual.

Another compensatory type program administered by the Bureau of Elementary and Secondary Education is the Follow Through program. This is funded by the Head Start-Follow Through Act. It is a research, development, and demonstration program offering comprehensive services to children from low-income families. The goal of the program is to assist these children toward development of their full potential. The program focuses on children in kindergarten through third grade who were previously enrolled in Head Start or other federally assisted programs of a compensatory nature.

Title IV-C of the Elementary and Secondary Education Act provides funds for improvement in local education practices and supports some projects of an innovative nature. Funds are also available to the states under this title for encouraging innovation and improvement in compensatory educational efforts. In addition, the funds help states improve educational practices to better address serious educational problems in elementary and secondary schools; to improve the achievement of children in basic skills; and to encourage the participation of parents in the education of their children.

Bureau of Higher and Continuing Education

The Special Programs for Students of Disadvantaged Backgrounds are authorized by Title IV, Part A, Subpart 4 of the Higher Education Act of 1965, as amended. The specific programs authorized by the act are Talent Search, Upward Bound, Educational Opportunity Center, and Special Services for Disadvantaged Students.

These four programs have as their common goal the identification and the delivery of supportive services to disadvantaged students to help them initiate, continue, or resume postsecondary education. Public Law 93-38 amended the legislation for the Special Services for Disadvantaged Students program to include limited English-speaking ability as an eligibility category for participation. The programs are administered by the Regional Offices of Education.

Talent Search, aimed at junior high students and high school freshmen and sophomores, is an outreach program with the objectives of encouraging talented dropouts to return to school and helping prepare students with college potential. The grantees, which include colleges, universities, and community agencies, actively pursue talented students both in and out of schools. Once the students are identified, they are provided limited counseling on courses helpful to college work and information on available financial aid. In some instances, the parents are informed of their child's potential and the opportunities available to him or her.

Upward Bound, a more comprehensive version of Talent Search, is targeted at juniors and seniors in high school who are potential candidates for college despite discipline, personal, health or academic problems. The grantees, which are primarily colleges and universities, provide for health care, assist in securing financial aid, hold periodic meetings, and pay stipends of less than $100 a month to help disadvantaged students graduate from high school. The grantees are junior and senior high school students that are brought to the campuses during the summer and are provided with special classes, tutoring, dormitory housing, and cultural activities in an effort to prepare them for college life.

Special Services is the equivalent of Head Start for students seeking a postsecondary education in either a college, university, or trade school. The grantees, which are the postsecondary education providers, assist disadvantaged students by counseling, tutoring, adjusting curriculum, holding special classes, and generally assisting through referrals with any problems including finances, housing, drug abuse, and child care Being the only postsecondary program which has a specific component for LEP students, Special Services assisted approximately 7,700 LEP students (six percent [6%] of total service) in program year 1977-78.

Education Opportunity Centers are primarily referral centers operated by community action agencies, state and local governments, colleges, and universities for college age members of disadvantaged communities. Tutoring is provided directly to some college students, but most students and potential students are assisted with any problems impeding their education through referrals only.

Adult and Vocational Education

The Adult Education Act (P.L. 91-230) provides federal assistance to expand educational opportunities and to encourage state-administered programs of adult public education that enable individuals 16 years of age or older to continue their education to at least the level of completion of secondary school.

The Education Amendments of 1974 (P.L. 93-380) amended the Adult Education Act to provide for bilingual adult education programs for persons of limited English-speaking ability. The term "limited English-speaking ability," when used in reference to adults means adults who come from environments where a language other than English is dominant, and for this reason have difficulty speaking and understanding instruction in the English language.

The Act (Section 302) provides for programs of instruction that will enable all adults to continue their education to at least the level of completion of secondary school and make available the means to secure training that will enable them to become more employable, productive and responsible citizens.

The amendments (under Section 306 [11] of the Adult Education Act) specify that state plans shall (among other things): provide that special assistance be given to the needs of limited English-speaking persons by (1) providing bilingual adult education programs in which instruction is given in English, and (2) to the extent necessary, allow such persons to progress effectively through the adult education program that utilizes the native language of such persons. Said programs are to be carried out in coordination with programs of bilingual education assisted under such Title VII and bilingual vocational education programs under the Vocational Education Act of 1963.

To implement this provision, the regulations for the Adult Education State Grant Program require each state to include in its Annual Program Plan a statement which describes the policies, procedures, and criteria to be followed by the state agency in approving local education agency and public and private nonprofit agency programs for providing bilingual adult education. Also, two of the three divisions of the Bureau of Occupational and Adult Education focus on vocational and technical education for adults.

The Division of Vocational and Technical Education administers a grant program to state and local agencies and nonprofit organizations, which develop their own guidelines for vocational education. According to a report by the Commissioner of Education and the Secretary of Labor released in 1977, the state grant program, under Part B of the Vocational Education Act, empowers states to set their own priorities within broad guidelines to assure that all who desire vocational training have access to programs which prepare them for skilled, semi-skilled, and para-professional jobs. Programs funded prior to Part J of Title VII (which also supports bilingual vocational educational programs) were primarily local programs or classes planned to meet local need. Some schools use peer instruction or teacher aides to work with students who have problems understanding a monolingual instructor. These "de facto" bilingual programs appear to exist primarily in California, New York, Texas, and Arizona.[32]

State plans governing vocational training "are beginning to address the issue of limited English proficiency populations which were formerly mentioned only in terms of disadvantaged populations or persons with special needs." Most programs or classes were planned to meet local needs and have utilized bilingual instructors where considered necessary, and have used the ESL teaching method which is readily available to most program planners.[33]

The Division of Research and Development administers grants and contracts to train underemployed and/or unemployed persons who have limited or no proficiency in the English language. Training is focused on developing sufficient competence in English to enable students to perform satisfactorily in their jobs. Language instruction is also related to the specific occupation for which students are seeking training, i.e., development of para-legal skills, dental assistantships, culinary arts and others.

In November 1978 grants for twelve such projects (funded on a yearly basis) were awarded. Nine of these projects will be conducted for Spanish-speakers, two for Chinese-speakers, and one for speakers of the Sioux language. They support a variety of occupations, from auto mechanics to chefs to medical assistants.

Three Bilingual Vocational Instructor Training Projects were also funded in San Francisco, New York, and Houston, as well as one Bilingual Instructional Materials, Methods, and Technique Center in Arlington, Virginia. The total amount awarded in November 1978 for the 12 projects, 3 training centers and the materials development center was $2.8 million.

Right-to-Read Program

The purpose of the Office of Education Right-to-Read program is to provide facilitating services and resources to stimulate educational institutions and other agencies and organizations to improve and expand their activities related to reading. The Right-to-Read program is a component of a national reading effort. The twin goals of the national effort are (a) to make sure that children in school learn to read well, and (b) to eradicate illiteracy in the adult population.

There are presently 125 pre-elementary and elementary projects which cover all fifty states. Leadership and training programs for people working with Right-to-Read are also located in each state. To benefit children who have a reading deficiency and are over sixteen years of age, 80 reading academies dealing with the Right-to-Read program have been established across the country. A significant number of pre-elementary, and elementary projects, and reading academies are bilingual programs, geared to serve limited English proficiency persons.

The Right-to-Read program also administers the Federal Inexpensive Book Distribution Project. The program offers books at reduced cost to disadvantaged persons. Presently, federal funding supplies 50 percent of the operating costs and 50 percent is supplied by the local area. In 1980, the contractor (Reading is Fundamental) will provide 75 percent of the federal funds for the cost of books for local schools, community groups and organizations and 100 percent of the federal funding for migrant groups.

Office of Indian Education

The Office of Indian Education within the Office of Education administers grants to state and local education agencies, tribal and other Indian community organizations, and institutions of higher education for teacher training projects. It is also authorized to provide discretionary grants for special projects which focus on the needs of the limited English proficiency Indian population. These funds are used for teacher training, technical assistance, early childhood programs, and educational materials development.

The Indian Education Act is defined in Title IV, of the Education Amendments of 1972, P.L. 92-318 (amended by P.L. 93-380, Title VI, Part C, Section 422 and 423). Congressional intent in enacting the Indian Education Act was to provide greater educational opportunity for Indian children and adults. Legislative authority for working toward fulfillment of that goal was assigned to Parts A, B, and C of the law.

Part A was designed to meet the unique needs of Indian children in public schools, as well as in Indian-controlled schools, by (1) concentrating or increasing the per pupil rate of expenditures for Indians, (2) encouraging and strengthening the movement toward increasing Indian involvement, authority, and responsibility in the planning and general operation of their schools, and (3) seeking more adequate funding for teachers, teacher aides, curriculum improvements, and instructional materials in languages and other subjects required to help meet the special educational needs of American Indians.

Part B, which authorizes use of discretionary grants to work with Indian tribes, organizations, state and local education agencies, institutions of higher education, and federally supported elementary and secondary schools on special projects, will (1) focus on such national needs and priorities as teacher training, parent committee technical assistance, parent-based early childhood programs, and educational materials development, as well as on developing educational models in public, alternative, and Bureau of Indian Affairs Schools to be funded under Part B, and (2) document, package, and disseminate these models and practices and provide the technical assistance necessary to establish them in a wide range of school systems.

Part C, created to help Indian tribes, organizations, institutions, state and local agencies plan, demonstrate, and operate programs for improving employment and educational opportunities for adult Indians, will (1) concentrate on teaching to achieve literacy, increase the number of General Equivalency Diploma graduates, and provide wider opportunity for job training; (2) stress social supportive skills through the use of culturally relevant materials and curriculum to promote a sense of self-pride based on Indian history and culture; and (3) place emphasis on the use of curriculum most needed by Indian communities, such as legal education, consumer education, vocational counseling, and community education.

The Teacher Corps Program

The Teacher Corps program, like Right-to-Read, is administered within the Office of the Commissioner of Education. The major focus of the program is to improve training or retrain teachers and their aides. Long-term objectives include strengthening educational opportunities for children of low-income families and encouraging colleges and universities to broaden their teacher programs.

Major activities include recruiting and training qualified teachers; recruiting and training inexperienced teacher interns; attracting volunteers to serve as part-time tutors or full-time assistants; supporting demonstration projects for retraining teachers and aides serving in local educational agencies and training personnel to work with juvenile delinquents, youth offenders and adult criminal offenders in teaching reading and communication skills.

During Fiscal Year 1978, the Teachers Corps operated projects throughout the U.S. There were 58 projects completing their second and final year, seven (7) of which were bilingual projects. Also, 81 projects were funded to begin their first of a five-year contract. Approximately 15 of those dealt with bilingual students.

Teacher Corps grants are made jointly to an institution of higher education and a local education agency, with one serving as the prime contractor. The Teacher Corps assists projects with a number of services through recruitment, technical assistance and referral centers. In addition, it sponsors a national conference and a pre-service staff training effort through its Corps Member Training Institute.

Administration for Children, Youth, and Family

The Administration for Children, Youth and Family (ACYF) assists limited English proficiency persons in a variety of ways. The ACYF trains Head Start workers to teach in a bilingual/bicultural situation. They have developed specific guidelines for teachers that are competency based, and have funded four universities to develop staff training models for teachers. They have also developed two models as to how to train "teacher trainers."

Concerning curriculum, the ACYF has funded the design of four curriculum models for early childhood development (at four [4] different levels) which incorporate culture and language.

The Administration for Children, Youth, and Family has four research projects currently in progress dealing with early childhood development. They have also established four Resource Centers which have retrieved early childhood development materials that will be disseminated, and will provide technical assistance to Head Start programs that want to implement bilingual/bicultural programs.

Commission of Civil Rights

The Commission of Civil Rights assists in support of bilingual education and the rights of limited English proficiency students in a variety of ways: (1) the Commission comments on bilingual regulations and testifies before committees for expansion of legislation for bilingual education; (2) the Commission carries on a liaison program for information on bilingual education to and from the field; (3) information is disseminated from a civil rights clearinghouse; and (4) the Commission helps to clarify the legal requirements and remedies mandated under the Lau/Nichols decision.

National Origin Desegregation Assistance Centers

National Origin Desegregation Assistance Centers (also known as Lau Centers or General Assistance Centers - Type B) are federally funded, technical assistance agencies, designed to assist school districts which must meet federal language desegregation guidelines. Those guidelines, which were promulgated as a result of a 1974 Supreme Court decision, are enforced by the Office for Civil Rights (OCR) under the Civil Rights Act of 1964.

The Lau decision requires that students who are non-native speakers of English be offered instruction in their mother tongue until such time as their English proficiency allows them equal access to educational opportunities.

Lau Centers, supported by the U.S. Office of Education, work with school districts at their request, to design and implement plans which will meet with federal desegregation standards. Their services include assessing the number of LEP students in a district, designing a program to meet their needs, and developing instruments to assess their language proficiency. While centers give priority to districts under forced compliance, they will also work with districts wishing to comply voluntarily.

Lau Centers must manipulate a complex variety of factors to successfully bring a school district into compliance. They must be aware of the OCR compliance requirements for any given situation. Districts often resist Lau actions, viewing them as costly or unnecessary. Racial desegregation also confounds many Lau efforts. School districts tend to view language minorities as racial groups and seek to disperse them to meet with race desegregation guidelines. This action, however, makes effective language classes impossible. As a result, the Lau Centers must develop a plan which will allow the teaching of necessary language classes without damaging a school district's efforts at racial desegregation. Since most race desegregation actions were initiated long before Lau, centers must adapt their plans to fit into established race desegregation formulas.

Because bilingual education is often one of the solutions required by OCR, Lau Centers have established relationships with much of the Title VII network. Lau Centers work with Title VII resource centers to give districts the expertise necessary to operate bilingual education programs. When appropriate, they may also work with teacher training centers or materials development centers to assist a school district in organizing a program of bilingual instruction. ESL instruction is also frequently utilized in conjunction with Title VII programs to facilitate Lau compliance.

A recent court ruling (Adams vs. Califano) has challenged the Office for Civil Rights' ability to endorce the Lau decision. The result of that proceeding will be increased pressure upon both OCR and Lau Centers to guarantee that the limited English-speaking children of the United States receive the same opportunities to learn as do their classmates.

CHAPTER IV

CURRENT FEDERAL RESEARCH IN BILINGUAL EDUCATION

Given the challenge of the urgency of having to provide bilingual educational services to limited English-speaking children, most of the activity within the field of bilingual education has centered on problems related to the actual classroom situation: teacher, physical facilities and identification of students for inclusion in such programs. This was particularly true in the earlier period of bilingual activity (from 1968 to approximately 1974). Currently, practitioners in the field of bilingual education have come to recognize the complexities involved both in the population being served, as well as in the programmatic efforts. To date, there are still large gaps in our knowledge-base in bilingual education.

In particular, longitudinal studies of monolingual and bilingual children acquiring their first and second languages are not available for most languages other than English. Issues involving language disability and speech disorder cannot be answered readily since empirical data is not available describing the orderly acquisition and development of a first language such as Spanish or Navajo. Studies in the development of language for children past the age of six are not available for languages as familiar as English, much less for any of the minority languages. In fact, the only readily available study of language development for Spanish-speaking children is that recently published by the National Clearinghouse for Bilingual Education (a study by Gustavo González). When other aspects particular to the education of children are considered, it is clear that much more research remains to be done. Areas such as culture, cognition, literacy and the measurement of language proficiency (both in

English and in minority languages) represent areas of concern and of necessary research.

Surveying current research efforts in the field of bilingual education quickly leads to the conclusion that a concerted effort is being made to research many of the basic problems that confront practitioners in the field. Although there appears to be no coordination of research efforts (mostly due to the fact that different agencies are funding such efforts for distinct purposes), the composite picture that emerges is that much is being done to shed light on the problems of bilingual children and the education system that their specific linguistic (and cultural) needs demand. Although the current number of projects is impressive, it is nowhere near the number necessary for continual and rapid expansion of the knowledge-base in this field.

Current research ranges from that of a cognitive nature (four projects identified as such) to three projects involved with the problems of identification of language skills. There are four projects addressing the problem of classroom interaction in a bilingual setting. There are two projects specifically dealing with the problems of reading. Other areas that are being researched include discourse skills, curriculum, census surveys, teacher competencies, as well as several needs assessments. Current research efforts can best be characterized as necessary but not sufficient. Furthermore, it is clear that additional coordination is necessary between the various funding agencies in order to ensure that duplication of efforts is avoided and that a prioritization of research needs be established so that critical issues are addressed in some logical order. For example, funding research in minority-language speech disorders is not significant and useful research unless it follows both longitudinal and cross-sectional studies of language acquisition and development for such a language. Until such coordination and prioritization exist, research efforts in the field of bilingual education (as in other fields of education) will continue to be a progression of hits-or-misses.

Of the many important issues concerning bilingual education that need to be addressed, the most basic is the identification of limited English proficiency children. A current research project which addressed itself to this issue is the Childrens' English and Services Survey, a project which was jointly supported by NIE and NCES, with active cooperation of representatives of thirty state and local education agencies. The cost of the survey has thus far been $1,800,000.

The project, conducted by L. Miranda & Associates of Washington, D.C., had three main objectives: to count the number of individuals in the states with limited English proficiency, to determine the basic education needs of limited English proficiency, and to report on the extent to which these needs are being met by federal, state, and local efforts.

One of the first steps of the study was to develop separate criterion referenced English proficiency tests for children aged 5 through 14. Children were then tested with these "Language Measurement and Assessment Inventories," and their score along with other test scores determined whether or not they were LEP students. From this research an estimate of the national number of limited English proficiency students aged 5-14 years was compiled.

The study is also presently determining the basic educational needs of these students and the extent to which these needs are being met. Data collected from this segment of the study has been insufficient thus far, therefore continued work on this portion of the project is required. It is expected that final reports concerning the educational needs of LEP students will be completed in the summer of 1979.

Another important issue in the field is the identification of the proper time a limited English proficiency student should enter and exit from a bilingual program. Identification of these transition times for LEP students is essential because the consequences of premature or delayed transition can be extremely harmful. Students who are transferred too early not only confront inordinate difficulties in trying to keep pace with instruction, but may experience damaging physchological effects as well. Similar harmful effects may be produced by unwarranted delay in transition.

Two major studies are now dealing with this issue. The first is the Bilingual Prediction Study which has been funded for $100,000 by NIE and is being performed by the Center for the Study of Evaluation at UCLA, in Los Angeles, California.

A major segment of this study was initiated in February 1978 at various sites in Los Angeles and in the Northeast. Four hundred third and fourth grade students were tested with a series of language proficiency measures in both English and Spanish. Analysis of this data will help identify those language skills and other factors that best predict student performance following transition from bilingual programs to classrooms in which English is the sole language of instruction. Based on this analysis and on subsequent follow-up research, an index of factors to be considered in determining readiness for transition will be formulated, and materials will be developed for use by school personnel who must make transition decisions. The major concern will be to determine which of the present capabilities and characteristics of students are conducive to successful transition to an English language instructional setting.

Another project dealing with this issue is the Development of Entry/Exit Criteria and Associated Assessment Procedures for Bilingual Education Projects study which is being done by the Southwest Regional Laboratory for Educational Research and Development in Los Alamitos, California. The main purpose of this $645,000 project will be to develop a "student placement system" kit which will be comprised of a flexible set of criteria that any LEA can use to determine what type of test should be used to decide when a child should enter or exit from a bilingual program. The set of criteria will be divided into seven frameworks, broken down by grade, K through 6, with a statement of required competency skills in English for each grade level.

A major issue which has arisen in bilingual education is whether cognitive development varies among different ethnolinguistic groups. This issue is being addressed by an NIE funded project entitled Cognitive Styles of Minority Children, conducted by the Southwest Education Development Laboratory in Austin, Texas. The three objectives of this $175,000 study are to determine whether cognitive styles can be assessed among varying ethnolinguistic groups with reliability and validity, to determine whether there are ethnolinguistic group differences, and to determine whether the differences have any bearing on academic achievement.

Basic knowledge gaps also exist concerning the social and cultural rules governing classroom interaction in a bilingual classroom. Further study needs to be done dealing with the interactional dynamics of teacher-student relationships and student-student relationships in a bicultural setting.

NIE has funded a study, Social and Cultural Organizations of Interaction in Classrooms of Bilingual Teachers, which will investigate the rules governing classroom interaction and communication in various classroom settings. This project is being directed by Frederick Erickson and Courtney Cazden of the School of Education of Harvard University, and received $95,293 funding in 1978, $92,352 in 1979, and will receive an additional $10,000 in 1980. The study will involve the observation of four bilingual first grade classrooms - two taught by Latino teachers and two taught by Anglo teachers, and will attempt to answer the question - "Do culturally distinct systems of social rules governing interaction patterns exist in linguistically and culturally heterogeneous classrooms?"

A similar NIE funded study addressing itself to this area is entitled Ethnographics of a Bilingual Classroom. This $56,000 project, which is being performed by the Center for Human Information Processing at the University of California at San Diego, entails an observation of social-linguistics and includes the video-taping of all Spanish and also an all English classroom. The children rotate between the two classes and are observed for interaction and organizational activities in the different language settings. The principal goal of this project will be to identify activities that promote positive educational outcomes.

Federal funding has also been appropriated to investigate various aspects of bilingualism for individual ethnic groups. For example, NIE is currently funding two research projects dealing with Puerto Ricans. One of them, entitled Bilingualism and Bilingual Education in the Puerto Rican Community which is being done by the Center for Puerto Rican Studies at the City University of New York, has made ethnographic observations of language usage and linguistic attitudes in Spanish Harlem. This two-year project which received $41,325 in 1978, and $35,475 in 1979, is designed to focus on school children. The effects of bilingual education will be tested by observing children for language usage in various school and social settings. Systematic observations will begin in March 1979. The final report will include recommendations for the New York City School Board and will be presented to relevant advisory boards.

The other study, *Logical Reasoning Skills of Puerto Rican Bilinguals*, was designed to investigate how well bilinguals can solve the same cognitive tasks presented in two languages. This $24,230 study, being implemented by the Educational Testing Service of Princeton, New Jersey, investigates the performance of 225 Puerto Rican bilingual college students on four tests of logical reasoning presented in both Spanish and English. Performance on the tests will be studied in relation to (1) language processing difficulties encountered by subjects in working tests, (2) comprehension proficiency in the language of tests, and (3) language background in Spanish and English with an emphasis on languages of education.

Indian English: An Analysis of Pueblo Children's Natural Speech was designed to describe the developing English speech of 197 Keres-speaking Pueblo Indian children in preschool through grade three. The contractor, Bloomsbury West, Inc., of San Francisco, California, will use data collected for a previous study which will be analyzed to: (1) determine error types characteristic to the developing English speech of the children; (2) determine the extent and type of influence the home language has on the English grammar of the children; (3) compare the similarities and differences between Pueblos; and (4) compare the characteristics of Pueblo children with other minority children whose developing English has been investigated previously. The results of the study, which received $27,733 funding, are expected by August 1979, and are intended to aid in the development of new and revised curriculum materials for Indian children.

Another study dealing with ethnological variables is: Ethnic Differences in the Acquisition of Discourse Skills: A Pilot Study of Narrative Skills in Japanese-American and Anglo Pre-school Children. This nine-month study, funded for $65,871, is being conducted by the Department of Linguistics of Stanford University and will investigate the ethnic differences in the narrative skills of pre-school children. Story-telling episodes of mothers to daughters and daughters to peers are video-taped and analyzed in terms of registers, forms of discourse, and interaction patterns. The data is being compared by age and ethnic groups to identify repertoires of discourse skills which children have acquired by school age. This is a pilot study for a larger project which will have implications for the study of child development, the analysis of communication in multiethnic societies, and the solution of education problems related to language use.

Portuguese language skills are being analyzed in another current study. The National Portuguese Test Assessment and Development Project was recently organized to investigate various aspects of materials and evaluation instruments in the Portuguese bilingual programs in the U.S. This three to five year study, proposed by the University of Rhode Island, is being funded for $120,000 this year by Title VII endowments from three states with the highest Portuguese populations: Massachusetts, Rhode Island, and California.

Some of the objectives of the study are: (1) to establish procedures and develop instruments to determine the equivalency between Portuguese language skills (6th grade level) and English language skills (8th grade level) in order to allow Portuguese youngsters to obtain an 8th grade credential for employment purposes; (2) to provide information that will allow the administration of the credentiality examination to recommend further study in weak and/or missing skills; (3) to identify, adapt and/or develop valid and reliable proficiency testing instruments for Portuguese Native Language Instruction for grades K-6; (4) to identify, adapt and/or develop valid and reliable achievement testing instruments for ESL instruction for grades K-12; (5) to establish criteria for the introduction of ESL reading to Portuguese language students; and (6) to identify priority needs for measurement instruments in various content areas, as perceived by directors and teachers of Portuguese Bilingual projects.

Another current study entitled Cognitive Learning Patterns and Social Interaction Styles of Cape Verdean Children has been funded for $62,196, and is being conducted by Louis A. Gomez, of Harvard University. The major objectives of this project are: (1) to identify, record and study the cognitive learning patterns and strategies employed by Cape Verdean children in home and school situations; (2) to study and analyze how an immigrant Cape Verdean child utilizes his/her cognitive learning patterns and strategies in the American home/school interface, and (3) to collect, analyze and provide research data for the study and design of curricula, learning environments and teacher training programs to meet the educational needs of Cape Verdean children.

The following research projects which deal with various topics have been funded by the National Institute of Education (NIE):

The Effect of Reading Instruction in the Early Grades: A Bilingual Perspective was designed to follow two groups of children (one group in first grade, one group in third grade) who are receiving instruction in both Spanish and English. This project is being conducted by the Bilingual Education Service Center at the Northwest Educational Cooperative in Arlington Heights, Illinois, and received $25,000 funding. Tests will be given to determine cognitive and affective effects of learning to read in native language vs. learning in a second language, attitudinal changes of children in the varying models, and any specific reading problems related to a model.

Improving Cognition - A Multicultural Approach is a two-year Stanford University study funded for $350,000 and designed to answer the question: "What is a sufficient set of organizational conditions for the successful implementation of a problem-solving curriculum suitable for multicultural populations?" The PAPI system, a test shown to be free of ethnic bias and intended for use in diagnosing the level of cognitive development, will be used in the development of curriculum activities. The curriculum will consist of problem solving activities related to science and math that are suitable for the developmental stages of the students. Curriculum implementation and data collection will be done through June 1979. The final report will be issued in June 1980 and will include highly developed curricula, methods for workshops to orient teachers, conditions for successful implementation, and evaluation devices.

Developing Parallel Career and Occupational Development Objectives and Exercise Items in Spanish for Assessment and Evaluation is a $85,000 project geared to develop a parallel Spanish edition of current objective referenced exercises used in the national assessment testing program in the field of Career and Occupational Development. The Spanish edition will be designed to assess the identical skills, attitudes, concepts, and knowledge of Spanish dominant students ages 9, 13 and 17 as those presently measured by the English edition as developed and used in the National Assessment Program. The Institute of Research and Development in Occupational Education of the City University of New York plans to complete the Spanish edition by June 1979 and possibly will do experimental testing in FY 1980.

Teaching Reading to Bilingual Children will examine the effects of interaction of learner characteristics such as cognitive style, degree of bilingualism, and cognitive development with the type of reading instruction on the reading achievement of Spanish-English bilingual children. Pilot observations of teaching and learning behaviors in natural settings are in progress and are proposed to be expanded and continued through 1988. The study being done by the Southwest Educational Development Laboratory of Austin, Texas, and funded for $75,000 will provide information on the effects of different practices of reading instruction in bilingual classrooms.

Ethnic-group Sponsorship of Bilingual Education in the United States is a study designed to determine what public education can learn from ethnic-group sponsored bilingual education. The study will identify ethnic-group sponsored bilingual schools throughout the country and investigate noteworthy schools for community involvement, academic achievements, instructional methods and language acquisition models. The intensive study of noteworthy schools will be directed by Joshua Fishman at Yeshiva University from March through May 1979, and has received $38,000 in funds.

The primary aim of Piaget's Reversible Thought in Mexican-American Children is to determine how the bilingual ability of Mexican-American children influences the attainment of Piaget's concept of reversible thought (i.e., understanding that a reverse operation may be performed to return a transformed system to its original state). Specifically, it will test Cummins' (1977) hypothesis that bilingual children who have achieved a balance between their two language systems will demonstrate greater intellectual mobility (and be better able to grasp the concept of reversibility) than one-language dominant bilinguals or monolingual peers. Data is to be collected by the Department of Psychology of Southwest Texas State University in San Marcos, Texas, by May 1979, and a final report for this $20,430 project will be submitted by August 1979.

A series of papers entitled Bilingual/Desegregation Policy Papers dealing with pertinent issues in this area was recently completed. The titles of these seven policy papers done by InterAmerica Research Associates, Inc., of Rosslyn, Virginia, were: (1) The Political Dimensions of Bilingual Education in the Context of School Desegregation in Milwaukee: A Case Study; (2) Desegregation and Bilingual Education; (3) The Coexistence of Bilingual/Bicultural Programs with School Desegregation Decrees; (4) Bilingual Education in the Integrated School: Some Social and Pedagogical Factors; (5) Bilingual Education and Desegregation: Compatable or Competing Goals?; (6) Toward a Comprehensive Language Policy for a Desegregated School System: Reassessing the Future of Bilingual Education; and (7) A Review of Legal Doctrines, Legislative Initiatives and Federal Policies Affecting the Implementation of Bilingual Bicultural Educational Programs. This project received $17,142 in funding.

Ethnographic Monitoring of Language Learning in Multischool and Community Settings, a two-year project now in its first year, is designed to produce training manuals to assist school teachers in understanding behavior of students from an ethnographic perspective. The first phase of the project involved the selection and briefing of trainers who are now in the process of training public school teachers. The study which received $80,700 in funding is a pilot project in three inner city schools in Philadelphia, and is being directed by Dell Hymes of the School of Education of the University of Pennsylvania.

The Bilingual Evaluation Technical Assistance Project is presently developing three types of workshops to be implemented for administrators, evaluators and teachers at the local Title VII level: (1) evaluation planning and management, (2) evaluation design, and (3) testing. The workshops and materials including participant notebooks and leaders manuals are being developed with field dissemination strategies to improve evaluation quality and utility. The final draft and materials are scheduled to be completed by the Center for the Study of Evaluation of the University of California in Los Angeles by November 30, 1979. This project received $150,000 in funding from NIE.

Teaching and Linguistic Pluralism is a study which builds on a previous program to identify teacher knowledge and behavior associated with successful teaching of language arts to Spanish and black English-speaking children, and is designed to produce practical language teaching tools. Manuals and tests produced by this study will be based on the previously collected data and test validations by outside consultants. Tests for teachers have been developed to measure proficiencies in teaching English as a second language, Spanish as a second language, and certain subjects in Spanish. Teacher workshop outlines are being developed as well and will be included in the May 1979 final report. This $65,000 project is being conducted by the Center for Research at Stanford University.

Staff Development in Bilingual Schooling has as its objectives the identification of bilingual education models, the determination of staff concerns regarding the implementation of bilingual education models, and the determination of the levels of use of bilingual education models in applied settings. Data from teachers and aides have been compiled by the Southwest Educational Development Laboratory in Austin, and will be analyzed to produce group profiles which may be used for school district staff development. NIE has allocated $110,000 for the implementation of this project.

NIE recently produced a booklet called Assessment Instruments for Limited English Speaking Students: A Needs Analysis. The purpose of this report is to provide information on the adequacy of instruments available for assessing the performance of limited English proficiency students and to indicate areas of need. The report provides information on available assessment instruments for students in grades K-6 whose first language is one of the following: Chinese, French, Italian, Navajo, Portuguese, Spanish or Tagalog. The report is divided into three sections. In the first section, current priorities in the development and dissemination of assessment instruments for limited English proficiency students are discussed. The second section contains, by language group, assessment instruments that were available for review, unavailable for review, and/or under development as of April 15, 1977. In addition, assessment issues identified as being crucial for each language group are noted. The third section contains the various surveys and review instruments used by AIR while their study was conducted. This booklet was produced to be used in coordination with a booklet called A Guide to Assessment Instruments for Limited English Speaking Students, published by Santillana Publishing Co., which provides a more in-depth description of each assessment instrument. This entire project was funded for $125,000.

A Study of Basic Skills in Literacy in Community Colleges is currently being conducted by two universities; one in Texas and one in Arizona. These universities are working with community colleges in the area in order to study the acquisition of basic skills in the areas of reading, writing, mathematics and counseling. During the first year of funding, which began in October 1978, the project will be establishing designs and instrumentation for the implementation of the research. The total funding for this three-year project is $1.1 million.

A new research project, entitled Personalized Bilingual Education will be dealing with developing a core curriculum for bilingual Spanish-speaking students from grades K-6. This $400,000 study, conducted by the Southwest Regional Laboratory, will specifically concern itself with developing curriculum that strengthens oral language and reading skills for limited English proficiency students of this age group.

Three new Request for Proposals (RFPs) dealing with bilingual education will be let by NIE during 1979. One will be for the establishment of a Center for Research on Bilingual Education. This contract will begin long-term support for fundamental research on bilingual education. The center is expected to produce knowledge that will help not only in the education of bilingual children, but also in promoting a clearer understanding of bilingualism in the society at large.

The second of these awards will be provided for a study entitled Community and School Interactions in Bilingual Education. This project will use case study and ethnographic methods to examine exemplary school-community situations in a wide variety of bilingual communities. The study should be useful to school systems and community groups concerned with developing effective bilingual education programs.

The third of these projects is called Assessing the Language Proficiency of Bilingual Persons. This study will support a study of language performance in schools, in homes and in communities as a basis for developing better ways to measure levels and kinds of performance in first and second languages.

The National Center for Education Statistics (NCES), is another key federal agency for implementing specific research and coordinating evaluations and surveys in the field. NCES recently published the summary of a survey on the educational disadvantage of language-minority persons in the U.S. Results from this survey showed that young language minority persons who usually speak languages other than English have been found to be educationally disadvantaged on two key measures - school grade attainment for age, and drop-out rate. This conclusion comes from an analysis of data from the nationwide Survey of Income and Education conducted in the spring of 1976. It is cautioned, however, that these findings not be interpreted to mean that predominant use of a language other than English is the cause of educational disadvantage. Causes for these disadvantages will need to be determined by further analysis and research.

The Survey of Income and Education also provides state estimates of current language usage as well as statistical information on language backgrounds. Companion bulletins provide state-level detail on the numbers of persons with non-English-language backgrounds, national estimates on place of birth and language characteristics of persons of Hispanic origin, and a national estimate of the number of persons with non-English-language backgrounds who have limited English-speaking ability.

The Survey of Income and Education also yielded information concerning geographic distribution, nativity and age distribution of language minorities in the United States. Basic findings showed that approximately 28 million persons in the U.S., including about 5 million school-age children have mother tongues other than English or live in households in which languages other than English are spoken. Only a small number of these people are currently being addressed by bilingual education programs, so these findings reveal that much more needs to be done by the Title VII program in order to include the vast majority of limited English proficiency students who are currently not receiving an equal educational opportunity.

Another census-type survey conducted by NCES was the Teachers Language Skills Survey (TLSS). This survey attempted to estimate how many teachers with some or all of the skills, training and experience to meet the needs of LEP students are already employed in the public schools. Approximately 14,000 public school teachers surveyed in a nationally representative sample were asked a series of questions relating to their ethnic and language backgrounds, their academic and other training, their skills in a non-English language and their experience in teaching English as a second language or in using a non-English language in instruction. Preliminary estimates based on responses to the TLSS indicate that there were approximately 100,000 teachers, an estimated five percent of all public school teachers, teaching English as a second language in the public schools in 1976-77. These were teachers with at least one (1) limited English-speaking student in their classes to whom they were giving special help. Of these teachers, 47 percent taught in the elementary grades, 23 percent in the secondary grades, and 10 percent in preschool program. Twenty-two percent (22%) of the teachers estimated to be teaching ESL in 1976-77 were also using a language other than English in instruction.

On the basis of the TLSS it is estimated that there are approximately 66,000 teachers in public schools who have taken at least one course in teaching ESL. Three-quarters of these teachers with ESL preparation have also taken coursework related to bilingual education, such as courses in bilingualism and the theory of bilingual education, or teaching language arts or other subject areas through a language other than English. In addition to courses in teaching ESL, ESL qualifications usually include a requirement for the study of the history and cultural heritage of the students who will be taught English, and exposure to learning a second language. An estimated 40,000 teachers presently in the schools meet these minimal qualifications, i.e., at least one course in teaching ESL, at least one course in the history and culture of the non-English language and second language learning experience. Less than half of them - only 18,000 - were estimated to be teaching ESL in 1976-77.

Among the 100,000 teachers who were teaching ESL in 1976-77 according to the TLSS estimates, only a quarter had taken one course in teaching ESL and only 18 percent met the minimal ESL qualifications outlined above. An additional seven percent had had some preparation related to bilingual education, but nearly seven out of ten had had neither coursework in teaching ESL nor coursework in bilingualism or bilingual teaching methods.[34]

The National Center for Education Statistics has also completed a Survey on Institutions of Higher Education. This survey was intended to provide information on programs in colleges and universities to train educational personnel to work with limited English-speaking persons from language backgrounds other than English. With a few exceptions, all 3,000 U.S. colleges and universities were surveyed initially. From their responses, 437 institutions were identified as offering or planning to offer degree or certificate programs in bilingual education, English as a second language or multicultural education. Of these 437 institutions, 235 reported that they were operating such programs in 1976-77. The preliminary data was from the first 188 responding institutions. Data from all 235 institutions will be reflected in the final report on this project.

One hundred and twenty-five (125) of the 188 institutions offer curricula requiring courses predominantly in methods of teaching English as a second language. The majority of these colleges and universities also require courses in teaching language arts or other academic subjects in a non-English language, courses pertaining to bilingual education, and courses that predominantly deal with the social and cultural backgrounds of limited English-speaking persons. Ten thousand (10,000) students were enrolled in these curricula in 1976-77. Ninety percent of them were enrolled at institutions with curricula in which courses pertaining to bilingual education were also required. The 125 colleges and universities with ESL curricula reported that 2,315 students completed programs in 1976-77. All but 147 of these students completed programs in institutions with curricula requiring bilingual education courses as well as courses predominantly in methods of teaching ESL. These findings are consistent with the finding of the TLSS that most teachers with ESL preparation have also received some preparation in bilingual education.

A large majority of students enrolled in curricula requiring ESL methods courses and persons completing programs were preparing to teach in elementary and secondary schools. This was the career goal of more than three-quarters of the students enrolled in 1976-77 and more than four out of five of the graduates in that year. More than half of the graduates received graduate degrees.

From these two NCES studies it appears clear that there is a large potential population with special needs related to language and that it is widely spread through all regions of the country. The data indicate that many teachers are already involved in teaching English to language minority children without having specific training to do the job. They indicate that, at least for elementary and secondary teachers, training in ESL is intimately linked with training for bilingual education programs, and more training programs are needed for both components.[35]

The Office of Evaluation and Dissemination (OED, formerly OPBE, the Office of Planning, Budgeting, and Evaluation) is the arm of the U.S. Office of Education which conducts evaluation studies of educational programs administered by USOE. They are sponsoring two projects which deal with bilingual education. One is entitled, An Evaluation of Bilingual Project Implementation Via Project Information Packages, and is to be completed in January of 1980. This $1,113,205 study being performed by the RMC Research Corporation of Mountain View, California, is currently researching the initial impact of implementing 19 bilingual education programs that are following four basic model program packages, which have been identified as successful projects. These four model projects were developed by local school districts for their own students, and were identified as exemplary in a USOE-sponsored nationwide search. The PIPs (Project Information Packages) were prepared by CEMREL, Inc., of St. Louis and were made available to interested districts through the Office of Bilingual Education.

During the two-year study the 19 sites will be visited periodically to collect data on the process of selecting a PIP project, getting it started in local schools, and continuing its operation. Data will also be examined concerning project outcomes, including student growth in both cognitive and noncognitive areas. Based on this information and on previous research, areas in which the existing PIPs need to be revised or supplemented will be identified, and general recommendations on effective ways of diffusing exemplary bilingual education practices to interested school districts will be prepared.

The Office of Evaluation and Dissemination also funded A Study on the Status of Bilingual Materials Development and Their Transition into the Classroom, which is being performed by Development Associates, Inc., of Arlington, Virginia. This study was conducted by sending a one-time mail survey during

September 1977 to bilingual education project directors at local education agencies. A sample of school districts was chosen that would yield approximately even numbers of bilingual education projects funded by Title VII funds and bilingual education projects funded only by other sources. A total of 312 districts receiving Title VII funds were chosen from a universe of 425 school districts receiving funds through the Office of Bilingual Education during FY 1977. This study received $309,000 in funding.

The purpose of the project is to determine the status of the development of curriculum materials for children of limited English-speaking ability and to analyze the process by which these materials are introduced into the classroom. The study will include curriculum materials for grades pre-K to 12 in twelve languages: Spanish, French, Portuguese, Italian, Japanese, Vietnamese, Korean, Filipino, Greek, Haitian French, Native American and Eskimo languages.

There are five major objectives, each of which is linked to the study's general goal of assessing the status of bilingual materials development. The first objective is to assemble a list of currently available bilingual curriculum materials and additional materials presently under development. The purpose of this annotated list is to give USOE an overview of the instructional materials situation with respect to children of limited English-speaking ability. The second study objective concerns the identification of gaps in the inventory of materials. Closely related to the identification of gaps, the third objective is to identify the likely market for the material areas which are short. This market analysis will be based on an estimate of the size of the target population and the demand by schools for the materials. The fourth objective is to analyze procedures for field testing, publicizing, and disseminating bilingual materials by the Title VII Centers and commercial publishers. The fifth and over-riding objective of this study is to synthesize and summarize information concerning the state of bilingual education materials development and to design a model management plan for bilingual materials development and dissemination.

The final report of this project will consist basically of three components. The first component of the final report will include: a non-technical summary, a description of the study, a synthesis of the overall results, and recommendations that relate to federal policy vis-a-vis bilingual materials development and dissemination. The second component of the final report will be the inventory of materials available divided according to language, and the third component will include a detailed analysis of the procedures for field testing, publicizing, and distributing bilingual materials. A model management plan for bilingual materials development and dissemination will articulate specific management and administrative action to be taken by the federal government in the development of bilingual curriculum programs.

The Dissemination and Assessment Center for Bilingual Education in Austin, Texas recently published results of a Basic Project Directors' and Teachers' Needs Assessment Study. This study surveyed a national sample of Title VII directors and teachers to assess their needs for materials development and technical assistance. The specific intent of the study was to assist network centers in making decisions on which types of materials, training, and services should receive priority development.

Forty percent of the existing Title VII projects provided data for the survey. Highlights of the survey showed that there is an increasing need for the coordination of the dissemination of information throughout the Title

VII system. Directors and teachers also emphasized a need for further training for bilingual personnel. They pinpointed specific training needs in: adapting materials, diagnosing learning problems, bilingual teaching strategies, teaching reading, teaching various content areas, coordinating the bilingual program with school curriculum, developing teacher-made materials, and facilitating parental involvement. Some of the major problems listed in getting needed teacher training were: unidentified trainers, lack of release time, unidentified training materials, lack of funds, and schedule conflicts.

A need for measurement instruments was also emphasized in the report. Directors and teachers both named instruments in language arts in the target language and mathematics as the most needed. Also mentioned were needs for placement/readiness tests, and criterion referenced achievement tests, as well as instruments in English language arts, natural sciences, and social sciences.

Various types of needs dealing with materials were voiced. Teachers complained about the limited selection of commercial materials as well as the limited information describing the materials available. Another problem mentioned was the late arrival of materials and lack of funding to acquire materials, as well as the lack of training to use materials.

The Council hopes that the Network Centers may use the information from the results of the report in guiding policy decisions concerning in-service training, materials development, and information dissemination.

A study entitled, Title VII, The Bilingual Education Fellowship Program: A Preliminary Report conducted by Henry Trueba at the University of Illinois, along with Alberto Marra of the Office of Bilingual Education, surveyed institutions of higher education with Title VII fellowship programs. The survey, which canvassed all IHEs which have received Title VII monies, covered the following six areas: (1) total number of students enrolled in the fellowship program; (2) disciplinary concentrations of students; (3) number of students who dropped out of the fellowship program; (4) number of graduates and current employment status; (5) estimate of number of teacher trainers needed in regions served by the universities; and (6) significant or outstanding achievements of the graduates.

The survey is to be published during mid-1979. Although this study has surveyed different aspects of the fellowship programs, it is not an evaluation of the programs. Research has begun, however, on a follow-up study which will be an evaluation of teacher training efforts.

CHAPTER V

STATE LEGISLATION ON BILINGUAL EDUCATION

Introduction

The year 1978 marks the first decade of Congress' initial endorsement of bilingual education in the United States. A review of the past ten years would reveal developments that have helped bilingual education in its maturation process. However, many of these developments have come about through federal initiatives. To date, the vast majority of monies spent on bilingual education have come from the Federal government, even though there has been a substantial increase in state support in recent years. Presently, the money earmarked for bilingual education in most states has not been equitable to the federal amounts it receives.

It is obvious that the success of bilingual education lies in the degree of state support it can receive. State endorsement is key to making bilingual education a permanent fixture of the American educational landscape. An examination of bilingual education's state endorsement record in the past decade yields a nominal success rate. In 1971, 30 of the 50 states permitted or required some form of bilingual instruction in local classrooms. However, 20 states prohibited such instruction. By 1975, only 10 of these states outlawed bilingual education. Today, bilingual education is permitted in every one of the 50 states regardless of whether or not there is a state law mandating bilingual education, or a statute limiting the language of instruction to solely English.

The debate regarding the philosophy and goals of bilingual education and the population to be served by bilingual programs continues. Skeptics question its need and effectiveness, and the insensitive and mechanistic would have it abolished; others feel that further research is warranted to meet the information needs of bilingual programs. Still others feel that the past ten years have been capacity building years and that they have formed the foundation for future bilingual programs. All in all the decade has been replete with developments that record the "growing pains" of bilingual education.

This chapter will give an overview of the recent findings of state legislation regarding bilingual education. It will first present a general picture of state legislative activities and then present a state by state profile of the legislative status of state bilingual programs.

NOTE: Acknowledgement is to be given to Mr. Ruddie Irizzary whose study, Implications of Federal and State Legislation on Bilingual Education for the Evaluation of Bilingual Projects, conducted under the auspices of UCLA's Center for the Study of Evaluation, commissioned and funded by the National Institute of Education, Department of Health, Education and Welfare, was a key source of information for this chapter.

General Findings

Over the last ten years there has been a marked increased in state support for bilingual education. Of the original 20 states in 1971 that actually prohibited the use of any language other than English as the language of instruction, only eight continue to do so today. However, in most states the statute is not enforced as is the case in Delaware, Idaho, Montana, and Nebraska which receive Title VII funds. Their acceptance of these funds constitutes a tacit endorsement of the value of bilingual education. The states appear to have recognized in a passive manner the presence of limited English proficiency persons, but refrain from accepting the financial burden of service delivery responsibilities.

States have previously served a functionary role in bilingual education, acting as conduits for federal funds to the local education agencies. Although this is largely unchanged, states are currently accepting to a far greater degree the responsibilities of a more active role in providing equal educational opportunities for children of limited English proficiency. This is demonstrated by the notable increase in state funding of bilingual programs. To date, there are 22 states that have enacted legislation mandating or permitting and funding bilingual education programs; Washington and Kansas being the latest. (See table on next page.)

All of the state laws are similar in that they propose to provide an equal education opportunity to the populations they are intended to serve and to develop English language skills. The laws differ in other areas such as: goals for native language proficiency, definitions of target populations, types of programs provided, maximum length of time students are permitted to remain in the program, and assessment requirements.

All state laws make certain provisions for the implementation of bilingual education programs. The following overview, summarizing some of these provisions, is intended to provide clarification in these areas.

TYPES OF STATE BILINGUAL EDUCATION LEGISLATION

State	Statute Prohibits BE		No Statute	Statute Permits BE	Statute Mandates BE
	P/NP	P			
TOTALS:	4	3	16	15	12
Alabama			x		
Alaska					x
Arizona				x	
Arkansas	x				
California					x
Colorado					x
Connecticut					x
Delaware		x			
Florida				x	
Georgia			x		
Hawaii			x		
Idaho		x			
Illinois					x
Indiana				x	
Iowa				x	
Kansas				x	
Kentucky			x		
Louisiana				x	
Maine				x	
Maryland			x		
Massachusetts					x
Michigan					x
Minnesota				x	
Mississippi			x		
Missouri			x		
Montana			x		
Nebraska	x				
Nevada			X		
New Hampshire				x	
New Jersey					x
New Mexico				x	
New York				x	
North Carolina	x				
North Dakota			x		
Ohio			x		
Oklahoma		x			
Oregon				x	
Pennsylvania				x	
Rhode Island					x
South Carolina			x		
South Dakota			x		
Tennessee				x	
Texas					x
Utah				x	
Vermont			x		
Virginia			x		
Washington					x
West Virginia	x				
Wisconsin					x
Wyoming			x		

P/NP Prohibitory in both public and private non-profit institutions

P Prohibitory in public schools only

Type of Program

The major issues debated in bilingual education focus on the goals and philosophies of the programs. There is little controversy with respect to expected English language growth but much discussion and disagreement has taken place regarding the goals for native language outcomes. One polemic issue is viewed as transitional programs versus maintenance programs. Transitional programs are described as advocating a shift to instruction solely in English as soon as the student can perform successfully in English, while maintenance programs advocate the development and maintenance of language skills both in English and the native language.

Federal legislation clearly provides for transitional bilingual programs and limits native language study and instruction "to the extent necessary to allow a child to progress effectively through the educational system." All of the states that have adopted legislation have guided themselves by the Federal Bilingual Education Act of 1968 and have made provisions for transitional programs. However four states - Alaska, California, Louisiana and New Mexico - have provisions for maintenance bilingual programs as well. The distinction between a transitional and maintenance philosophy of bilingual education is key in the design and implementation of the program.

Target Population

Another main issue facing bilingual education is the determination of who is to be served by a bilingual program. General criteria has been established by the legislature and the courts, but it has varied sufficiently to allow latitude in their interpretation. The lack of sound assessment instruments for designating which students should receive bilingual education has been a prime factor in preventing a solution for this polemic.

There is unanimous agreement that non-English-speaking persons are to be served by bilingual programs and their identification is generally easy. The problem areas are with respect to students who speak English to some extent. Their eligibility assessment is more difficult to establish. The criteria ranges from English-speaking students who are "culturally different" to the requirement that students perform below a certain percentile on a standardized English language test.

In addition to linguistic and/or cultural considerations, general academic performance is also considered. Ths most frequently applied criterion is that students be able to profit from instruction conducted solely in English. Therefore, measures of achievement or classroom performance in English curriculum must be the method used to determine program eligibility. But this measure is not applied in isolation, it is linked with linguistic and/or cultural criteria. Generally students found deficient in classroom performance must also have a native language which is other than English and/or come from a home environment where a language other than English is used or dominant.

Approximately one-third of the states require consideration of the student's comprehension and speaking ability in English. Fewer specifically require assessment of student's reading and writing abilities.

Reference is sometimes made in the legislation to the student's native language ability. However, achievement or ability to benefit from instruction in the native language is never discussed as criteria for selection.

Participation of English-speaking Students

Generally the participation of English-speaking students is provided in the legislation of the majority of the states that have enacted laws. These students may participate on a voluntary basis. However, it is stipulated that priority be given to students who are of limited English-speaking ability. Eight states neither prohibit nor provide for the participation of English-speaking students. Only Arizona stipulates that "students who speak primarily English are not eligible to participate...". Indiana permits their participation "unless (it) will hinder the progress of the non-English-dominant students." Most states do not specify the number of English-speaking students permitted to participate. Illinois and New Jersey merely stipulate that the majority of the students shall be limited English-speaking. Only California states that "not more than two-thirds of the pupils enrolled shall be limited English-speaking pupils." It is important to note, however, that little mention is made in the legislation of the educational treatment of English-speaking students in a bilingual program.

Description of Program

The major provisions in the legislation regarding types of bilingual programs pertain to the use of language and language outcomes. All the programs that are either permitted or mandated have English language competency development as a major component of the program. Some also provide for the development of native language competency. With respect to the use of language, the majority of the laws provide for the use of two languages for instruction. All make provision for English, while some provide for instruction of the languages other than English.

The major types of programs with respect to language use and outcomes are the following:

1. Maintenance--Programs of instruction in which all required courses are taught in the language of the students of limited English-speaking ability and in English, and in which instructions are given in the comprehension, speaking, reading and writing of the non-English language and of English. These programs may have as their principal goals the development of both languages until the student has achieved a level of English language ability which will allow him/her to perform at an adequate level in a classroom where instruction is conducted solely in English.
2. Transitional Bilingual--Programs of instruction in which courses are taught in the language of the students of limited English-speaking ability, for all or part of the curriculum, and in English, and in which instruction is given in the comprehension, speaking, reading, and writing of English. The major goal of these programs is the development of the student's English language ability through the use of both languages until the student is able to perform at an adequate level in a program where instruction is conducted solely in English.
3. English as a Second Language Program--Special English language programs where instruction is conducted in English with special English language instruction for students of limited English-speaking ability. These may include English as a Second Language programs or High Intensity Lanaguage Training programs. The major goal of these programs is the development of the students' English language skills as soon as possible in order to facilitate their transition into the regular school program.

4. Language other than English as a Second Language Program--Programs where English-speaking students receive instruction in the language of the students of limited English-speaking ability. These programs may concentrate in the development of oral skills in the non-English language, at least at the lower levels. Instruction in other subjects is conducted primarily in English.

The major goal of these programs is to teach another language to English-speaking students.

In addition to language, the legislation has made provision for the use of culture in instruction and for instruction in the history and culture of the students of limited English proficiency. Some states go beyond this provision and have additional specifications, such as New Mexico, which provides that programs utilize the cultural and linguistic background of the students in the curriculum and that the value and appreciation of language and culture be taught.

Additional provisions of the legislations with regard to bilingual programs are as follows:

- That elective courses may be taught in the language other than English;
- That in courses where verbalization is not required, such as art, music, and physical education, students participate fully with their English-speaking counterparts;
- That students have an equal opportunity to participate fully with other students in all extracurricular activities;
- That programs be designed so as to improve attitude and promote a positive self-concept;
- That districts may provide bilingual education pre-school and summer school programs;
- That districts provide programs for dropouts or potential dropouts designed for their retention in school;

- That districts provide bilingual vocational or career education programs;
- That districts provide adult education programs for individuals of limited English-speaking ability, especially the parents of children participating in the bilingual programs;
- That children with different non-English primary languages should not be combined in the same class;
- That, to the extent practicable, children should be placed in classes with others of the same age and level of educational attainment;
- That students may not be assigned to classes in a way which promotes segregation;
- That bilingual programs be located in the regular public schools; and
- That programs be designed to promote closer home-school cooperation.

Grades to be Covered

The majority of the states do not place a limit on the grades which may be served by the programs. The need is the determining factor of grade coverage in most cases.

There are restrictions in some states, however, that affect the extent of coverage. Arizona limits the funding to grades K-8, with priority funding given to grades K-4. Colorado mandates that programs be established in grades K-3. New Mexico funds programs in K-6 with priority given to programs in K-3. Finally, Texas mandates programs in K-3, and will fund programs at the fourth and fifth grade level for students who have not progressed sufficiently to participate in the regular school curriculum. Bilingual programs beyond fifth grade are at the expense of the local school district.

Length of Time for Students' Participation

The majority of the states which have legislation mandating bilingual education programs do not restrict the length of time for students to be in the program. Some states, such as Oregon and Wisconsin, state that students may remain in the program until they can perform effectively in ordinary classwork in English. Program participation, however, is specifically limited in nine states.

State	Limit of Years	Provisions
Arizona*	4	
Rhode Island	6	Students may be transferred from the program if a level of English language skills is achieved that will enable successful performance in classes given only in English.
Illinois	3	
Massachusetts	3	
Michigan	3	
Minnesota	3	
New Jersey	3	
New York**	3	
Texas**	3	

* No special provisions

** Individual students may remain for a longer period of time with appropriate approvals

Teacher/Staff Requirements and Qualifications

Minimum standard qualifications for bilingual teachers are required by the vast majority of states. In addition, thirteen states have adopted certification requirements. These include: Arizona, California, Delaware, Illinois, Indiana, Louisiana, Massachusetts, Michigan, Minnesota, New Jersey, New Mexico, Rhode Island, and Texas. Delaware has not adopted legislation pursuant to bilingual education, but requires the possession of bilingual certificates for bilingual education teachers.

Generally teachers are required to be regularly certificated teachers and in most states; competence in both English and the language of the children of limited English-speaking ability being served is also required. Five states, (California, New Mexico, Illinois, Minnesota and Rhode Island), specifically provide for the knowledge of the cultural background of the students to be served. Knowledge of bilingual education methodologies is a frequent requirement as is training or experience in the area.

Provisions are sometimes made for other program staff, as in the cases of California, Colorado, and Rhode Island. These include teachers' aides, community coordinators, bilingual counselors, project directors of bilingual supervisors.

Community Participation

Most state laws have provisions for the participation of the community in the bilingual programs. Generally the legislation provides that committees be established through which the community will particiapte in the program. These committees range from the district level to the school level and in some cases combine district and school level.

Some state laws are vague as in the case of New Jersey and Utah which do not mandate that committees be established, but stipulate that parents should be involved in the program.

The selection of the committee members also varies. Some states require that they be elected while others provide that they be appointed by the principal. However, most of the laws provide for a majority of the committee members to be parents of children participating in the program.

The nature of community involvement varies considerably among the laws. Generally, the community committees are intended to participate in the planning implementation and evaluation of the program. In some cases the community committees must approve the program plan prior to its submittal. Other activities which are specifically mentioned are:

- Determining schools that will participate in the program;
- Establishing the program goals and objectives;
- Selecting program personnel;
- Assisting in the conduct of the district needs assessment;
- Participating in the language assessment process; and
- Disseminating information about the program.

State Profiles

Alabama

Law: No law has been enacted.

Programs: No federal nor local funded programs being implemented.

Alaska

Law: Alaska Statutes: Title 14, Chapter 30, Article 4-400, 410. (Legislation provides for a census mandate and funding for bilingual programs. Other provisions found in Regulations for Bilingual/Bicultural Programs.)

Date Passed: 1975.

Type of Program: Maintenance/Transitional.

Population to be Served: Non-English and limited English speakers. Students whose varying degrees of English proficiency range from coordinate bilinguals to exclusive English speakers and whose achievement is at or below (a) minus one standard deviation on a normed test, or (b) one year below grade level as measured by the districts ongoing students achievement testing program.

Participation of English Speaking Students: Not stated.

Description of Program:
1) Maintenance Bilingual/Bicultural
2) Transitional Bilingual/Bicultural
3) English As A Second Language
4) High Intensity Language Training (An English Language Skills Immersion Program)
5) Supplemental English skill and concept development program in which the instructional content and methods address the language interference needs of students by appropriately supplementing the districts non-bilingual curriculum
6) A Language Other than English as a Second Language. Emphasis is placed on oral development at the primary level following with language and literacy at the intermediate and secondary levels.

Grades to be Covered: Elementary and secondary.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Regularly certified teachers who are appropriately bilingual should be employed; if not available, bilingual instructors may be used to implement the program. If bilingual instructors are hired:

1) the district shall train or otherwise secure certificated teachers who are bilingual in the other than English languages for which the district offers its program; and

2) the district shall assure that the salaries are commensurate with their level of responsibilities, duties, training and experience.

Community Participation: Districts shall provide for the direct involvement of parents of bilingual/bicultural students and other community members in the initial development and subsequent evaluation and improvement of the program, including providing sufficient information and allowing adequate time for parent review and discussion of program aspects with responsible district personnel.

Arizona

Law: House Bill 2208.

Date Passed: May 1973.

Type of Program: Transitional.

Population to be Served: Pupils who are having difficulty with oral English language or have difficulty in writing, speaking, or understanding the English language because they are from an environment wherein another language is spoken primarily or exclusively.

Participation of English Speaking Students: Students who speak primarily English are not eligible to participate in the Bilingual Instruction and Special English training programs.

Description of Program: A school district may provide a special course of bilingual instruction or oral English training in conjunction with district goals and objectives. Bilingual instruction is defined as instruction through the media of English and another language for understanding, speaking, reading and writing English.
Special English Training is defined as teaching English to children whose dominant language is other than English, via the audio-lingual approach, in order to develop speaking and comprehension ability in English.

Grades to be Covered: K-8 with priority of funds to be given to grades K-4.

Length of Time for Student Participation: Maximum of 4 years.

Teacher/Staff Requirements: (Taken from Administrator's Guide for Bilingual Instruction and Special English Training)

1) Possess a valid certificate from State Department of Education.
2) Have communicative skills (speaking, reading, writing) in English and language of pupil's home environment.
3) Have received instruction and training from a two or four year institution of higher learning, specially designed to prepare teachers to instruct in bilingual programs.

Community Participation: Not stated.

Arkansas

Law: No law has been enacted, in fact, there is a 1930 statute prohibiting the use of any language other than English as the medium of instruction. Furthermore, it states that any teacher violating this statute will be fined $25 a day. However there is no knowledge of this statute ever being enforced.

California

Law: AB 1329 (Chacon-Moscone Bilingual Bicultural Act).
Note: Five subsequent amendments have been made, but the law continues to be the basic framework for providing bilingual education in the state because the initial provisions have remained largely intact.

Date Passed: September 14, 1976.

Type of Program: Maintenance/Transitional. The legislation provides under certain conditions for the establishment of any one of the following bilingual education programs: (a) partial bilingual instruction, (b) full bilingual instruction, (c) bilingual bicultural education, and (d) individual learning program. (See Description of Program.)

Population to be Served: The program is to address the needs of "Limited English-speaking pupils," who are defined as pupils who do not have the clearly developed English language skills of comprehension, speaking, reading and writing, necessary to receive instruction only in English at a level substantially equivalent to pupils whose primary language is English. Also eligible are "Non-English-speaking pupils" who communicate in their primary language only, or who communicate in English at a level which does not enable them to participate meaningfully in an education setting where only English is used.

"Primary language" is defined as a language other than English which is the language the pupil first learned or the language which is spoken in the pupil's home.

Participation of English Speaking Students: Not more than two-thirds of the pupils enrolled shall be limited English-speaking students.

Description of Program: Each LESA student enrolled in the California school system in grades K through 12 shall receive instruction in a language understandable to the pupil and also in English.

In kindergarten through grade 6, (1) whenever the language census indicates that any school in a school district has 10 or more limited or non-English-speaking pupils with the same primary language in the same grade level, or in the same age group, in a multigrade or ungraded instructional environment, the school district shall offer a program of either "partial bilingual instruction," "full bilingual instruction," or of "bilingual bicultural education." (2) Whenever the language census indicates that any school in a school district has 10 or less limited or non-English-speaking pupils with the same primary language in the same grade level, or in the same age group, in a multigrade or ungraded instructional enviroment, the school district shall offer a bilingual individual learning program.

In kindergarten and grades 1 through 12, limited English-speaking pupils who are not enrolled in a program which is partial bilingual instruction, full bilingual instruction, or bilingual bicultural education shall be individually evaluated and shall receive educational services identified as an "individual learning program" in consultation with the parents or guardians.

(a) "Partial bilingual instruction" means listening, speaking, reading and writing skills developed in both languages. Material related to culture and history is taught in the language the pupil understands better.

(b) "Full bilingual instruction" means basic language skills developed and maintained in both languages. Instruction in required subject matter or classes is provided in both languages in addition to culture and history.

(c) "Bilingual bicultural education" is a system of instruction which uses two languages, one of which is English, as a means of instruction which builds upon and expands the existing language skills of each participating pupil which will enable the pupil to achieve competency in both languages.

This instruction shall include:

1) Daily instruction in English, language arts, listening, speaking, reading and writing;
2) Language development in the pupil's primary language;
3) Reading in the pupil's primary language;
4) Selected subjects taught in the pupil's primary language; and
5) Development of an understanding of customs and values of the cultures associated with the languages being taught as well as an understanding of the history and culture of California and the United States.

(d) "Individual learning program" -- any program of instruction for a limited English-speaking pupil in which instruction is offered in a manner consistent with the United States Supreme Court decision in Lau v. Nichols, the Equal Educational Opportunities Act of 1974, and federal regulations promulgated pursuant to such court decisions and federal statutes.

Grades to be Covered: K-12.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements:

Teachers: Must hold a valid, regular California teaching credential, and, must hold either a bilingual-crosscultural certificate of proficiency or other credential in bilingual education authorized by the Commission for Teacher Preparation and Licensing or a bilingual-crosscultural specialist credential.

Shall be fluent in the primary language and familiar with the cultural heritage of LES pupils.

Shall have working knowledge of methodologies which must be employed to effectively educate those pupils.

Teacher Aides: Must be fluent in both English and the primary language of the LES pupil or pupils.

Shall be familiar with the cultural heritage of LES pupils.

Community Participation: Each school district with more than 50 limited English-speaking pupils shall establish a district-wide advisory committee on bilingual education. Parents or guardians of LES pupils shall constitute a majority of the committee, unless the district designates an existing district-wide advisory committee on which parents or guardians of LES pupils have membership in at least the same percentage as their children represent of the total number of pupils in the district, provided that a subcommittee on bilingual-bicultural education is established where the parents of such children constitute a majority. This committee shall be responsible to advise the district governing board regarding:

1) The establishment of a timetable for development of a district master plan for bilingual education;
2) The conduct of a district-wide needs assessment on a school-by-school basis;
3) The establishment of district program goals and objectives on bilingual education;
4) Making recommendations as to which schools to include in each phase of expansion;
5) The development of a plan to ensure compliance with teacher requirements; and
6) The administration of the annual language census.

Each school with more than 20 LES pupils shall establish a school advisory committee on which parents and guardians of LES pupils constitute membership in at least the same percentage as their children represent of the total number of pupils in the school. Each school advisory committee shall be responsible for advising the principal and staff in the development of a detailed master plan for bilingual education for the school and submitting the plan to the governing board for consideration for inclusion in the district master plan. It shall also be responsible for assisting in the development of the school needs assessment and language census.

Colorado

Law: House Bill 1295.

Date Passed: November 1975.

Type of Program: Transitional.

Population to be Served: Students who are not able to take full advantage of present educational programs taught in English because of their language skills and who come from a culturally different environment which may include the influence of another language in their family, community or peer group.

Participation of English Speaking Students: Preference is given to students with linguistically different skills, but said programs shall also be open to all other students.

Description of Program: A district shall develop a plan for bilingual bicultural education in a school having 50 or more LESA students. A district may develop a plan if there are less than 50 students or if less than 10% of the students in a school in grades K-3 have linguistically different skills. A bilingual bicultural program will provide full time instruction in which appropriate subjects are taught in the native language and in English. Skills of comprehension, speaking, reading and writing will be taught in both languages, and native history and culture instruction will also be provided. Students shall have an equal and meaningful opportunity to participate fully with other students in all extra-curricular activities. In addition, districts may provide tutorial programs for children who are non-English-speakers.

Grades to be Covered: K-3.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Teacher must be regularly certified teachers having comprehension, speaking, and writing competence in the two languages used in the program. Bilingual education competencies should be developed through in-service training. Teacher aides may be employed but they may not supplant teachers. Community coordinators shall be employed if there are 50 or more students enrolled in a program. A supervisor shall be appointed if there are less than 100 enrolled students However, if there are over 100, a District Director shall be employed.

Community Participation: Districts should provide for maximum parent involvement. A committee shall be established, 75% of whose members shall be elected by parents of students enrolled in the program. Teachers, teacher aides and members of the administrator shall also be represented.

Connecticut

Law: House Bill No. 6371.

Date Passed: July 1977.

Type of Program: Transitional.

Population to be Served: Children whose dominant language is other than English and whose proficiency in English is not sufficient to assure equal educational opportunity in the regular school program. Foreign born students or of foreign ancestry experiencing difficulty in reading and understanding English are also eligible.

Participation of English Speaking Students: Not stated.

Description of Program: When 20 or more limited English-speaking students are identified within a school district, a bilingual education program shall be provided. This program may include but should not be limited to: (a) provide a program that will enable children to gain competence in both English and the student's native language; (b) provide instruction of history and culture associated with the student's language; (c) provide bilingual bicultural early childhood programs designed to improve the learning potential for such children; (d) provide bilingual adult education for parents of children participating in the program; (e) provide such programs designed for dropouts; (f) provide other activities deemed desirable.

Grades to be Covered: K-12.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Local boards of education are encouraged to employ certified teachers capable of teaching bilingually. However, waivers for certification requirements for a provisional teacher certificate may be requested from the State Board for fulltime bilingual teachers provided they hold a bachelor's degree; are bilingual, demonstrate experience, knowledge or proficiency in subject areas; are of good moral character; having working experience with non-English speakers; have taught or have equivalent teacher qualifications.

Community Participation: Not stated.

Delaware

Law: No law has been enacted. A statute prohibiting the use of any language other than English for instruction is still in effect, but it is not being enforced. In fact, New Castle County School District has implemented a Title VII bilingual program.

Florida

Law: No law mandating bilingual education has been enacted but individual county school districts are permitted to design and implement bilingual programs with either local or federal funds.

Georgia

Law: No state law mandating bilingual education, some programs are however being implemented with local and/or federal funds.

Hawaii

Law: No law has been enacted. The state does receive Title VII funds for five (5) bilingual programs and three (3) other programs are funded through the Emergency School Aid Act (ESAA).

Idaho

Law: No law mandating bilingual education. Programs, however, are being implemented with federal and local funds.

Illinois

Law: Article 14C of Illinois Revised Statute Chapter 122.

Date Passed: 1973.

Type of Program: Transitional.

Population to be Served: Children who are foreign born and whose native language is other than English, or students possessing limited English language fluency and who are unable to perform successfully in classes where instruction is given solely in English.

Participation of English Speaking Students: English-speaking children are not prohibited from participating in a transitional bilingual program; provided that priority be given to children of limited English ability. However, reimbursement for educational costs of English-speaking children shall not be provided.

Description of Program: School districts with 20 or more LESA students shall establish a transitional bilingual program. Districts with fewer than these may provide bilingual programs on a voluntary basis. The program shall provide instruction of English language skills, as well as instruction of academic subjects in English and the native language and the teaching of history and culture of the LESA students. No program may provide less than 90 minutes of instruction daily through the native language of the enrolled students. Children shall participate with English-speaking contemporaries in classes such as art, music, and physical education.

Grades to be Covered: No restriction.

Length of Time for Student Participation: LESA children shall remain in the program for 3 years or until he or she achieves a level of English proficiency that will enable successful performance in classes of solely English instruction. If a child is removed from the program prior to the three years and has difficulty functioning in an all English class, the child can be put back in the bilingual program.

Teacher/Staff Requirements: Teachers in a bilingual program must possess a valid transitional bilingual education certificate issued by the state examiner which certifies that the teacher possess basic communicative skills in English, and is competent to teach language arts and/or content areas in a target language other than English.

Community Participation: A committee shall be formed of at least 7 members, composed in its majority of parents of children enrolled in the program, with the representation of bilingual teachers, other school staff and representatives of the community.

Indiana

Law: House Enrolled Act No. 1324.

Date Passed: 1976.

Type of Program: The legislation states that the ultimate objective shall be to place the bilingual bicultural student in the regular course of study. (Transitional)

Population to be Served: "Non-English Dominant Students" who have difficulty performing in classes conducted solely in English.

Participation of English Speaking Students: Students whose dominant language is English shall be permitted to participate in the bilingual bicultural program unless their participation will hinder the progress of the non-English dominant children.

Description of Program: A bilingual bicultural program provides instruction for non-English dominant students and is designed to meet the student's language skill need as soon as possible. The program will use written and spoken English and a non-English language to teach students; it includes instruction in the history and culture of both the U.S., and the homeland of the children.

Grades to be Covered: Not stated.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: "Teacher of bilingual bicultural instruction is a teacher proficient in both English and a non-English language, certified to teach a subject, including the history and culture of both the United States and the homeland of the non-English language."

Community Participation: Before June of each year, the principal of each school operating a bilingual program shall appoint a local advisory committee composed of bilingual teachers, counselors, community members and parents of students enrolled or eligible for enrollment in the bilingual program. The majority of the committee members should be parents. At least one member from each local advisory committee shall serve on a corporation advisory committee, the majority of which members shall be parents. This committee shall participate in the planning, implementing and evaluating of the program.

Iowa

Law: No law has been enacted. However, there is a bill being proposed this session. Notwithstanding the fact that there is no mandate for bilingual education, a limited amount of funds is allocated to local school districts upon approval from the State School Review Committee to assist in the implementing of bilingual programs.

Kansas

Law: S.S.B. 2149.

The law permits school districts to establish bilingual education programs and will appropriate $150 for each educationally deprived pupil who is participating in an approved program. There is a Fiscal Note that allocates $4.8 million for the two years of the biennium.

Date Passed: April 16, 1979.

Type of Program: Transitional.

Population to be Served: "Educationally deprived pupils" means national origin-minority pupils who because of their inability to speak and understand the English language are excluded from effective participation in the educational programs offered by a school district.

Participation of English Speaking Students: Not stated.

Description of Program: The State Board will adopt forthcoming rules and regulations for the administration of this act and shall (a) establish standards and criteria for procedures, activities and services to be provided in a program to develop the English language skills and to reduce the educational deficiencies of educationally deprived pupils including entry and exit procedures based on the English language proficiency of such pupils; and (b) establish standards and criteria for reviewing, evaluating and approving school district programs and applications of boards for state aid.

Grades to be Covered: Not stated.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: The board of education may employ non-certificated personnel in an instructional capacity for the program but such personnel shall be required to serve under the supervision of a certificated employee of the school district.

Community Participation: An advisory committee shall be established that shall: (a) gather and disseminate information and conduct hearings, conferences and special studies on problems and programs concerning Mexican-Americans; (b) coordinate, assist and cooperate with the efforts of state departments and agencies to serve the needs of the Mexican-American especially in the area of culture, education, employment, health, housing, welfare, and recreation; and (c) cooperate with the state board of education in advising and assisting school districts, upon request, in conducting in-service training programs for bilingual education personnel.

Kentucky

Law: No law has been enacted. The state does receive Title VII funds for bilingual education and under the Program of Studies approved by the State Department of Education provision is made for bilingual education programs.

Louisiana

Law: Act 714 (Louisiana Review Statutes, R.S. 17:273).

Date Passed: July 1975.

Type of Program: Maintenance. The curriculum shall be established "in a well articulated sequential manner so as to afford all school children in the state the opportunity of attaining proficiency in the second language."

Population to be Served: All school children in the state wishing to participate.

Participation of English Speaking Students: Not stated.

Description of Program: While there is no direct mandate to establish a second language program, parishes or city school boards which have not established said program by May 30, 1976 shall be required to do so upon presentation of a petition requesting the instruction of a particular second language. Second language teaching will be part of the general curriculum of instruction.

Grades to be Covered: K-12.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Instructors in the second language shall be regularly assigned certified teachers at the secondary level or certified second language specialist teachers in the elementary grades (1-8), itinerant in one or more schools; or foreign associate teachers selected and approved by the State Department of Education in cooperation with other appropriate state agencies.

Community Participation: Not stated.

Maine

Law: S.P. 52 - L.D. 109

Date Passed: March 1977.

Type of Program: Not stated.

Population to be Served: Children from non-English speaking families.

Participation of English Speaking Students: Not stated.

Description of Program: "The commissioner is empowered to cooperate with the United States Department of Health, Education and Welfare in carrying out the Bilingual Education Act and any other federal programs as they may concern the improvement of educational programs designed to meet the educational needs of children in areas with non-English-speaking families.

"Subject to annual approval of the commissioner, the school committee or the school directors of any administrative unit having children from non-English-speaking families may provide programs involving bilingual education techniques designed to provide children at the elementary grades with educational experiences to enhance their learning."

Grades to be Covered: Elementary schools. If an emergency situatior should be created at the secondary level, the commissioner may give temporary approval for such programs.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Not stated.

Community Participation: Not stated.

Maryland

Law: No law has been enacted. There is a 1974 state resolution permitting bilingual education in local school districts for limited English-speaking students.

Massachusetts

Law: Chapter 71A.

Date Passed: November 1971.

Type of Program: Transitional.

Population to be Served: (1) Foreign born students whose native language is other than English and who are incapable of performing ordinary classwork in English and (2) children who were born in the U.S. of non-English-speaking parents and who are incapable of performing ordinary classwork in English.

Participation of English Speaking Students: While not specifically stated in the legislation, the "Regulations" state that programs may include children of English-speaking ability.

Description of Program: When at the beginning of a school year there are 20 or more limited English-speaking children in any such language classification, a transitional bilingual program shall be established, however, the school committee may establish a program with respect to any classification with less than 20 children.

A transitional bilingual program will consist of a full-time program of instruction in which all courses and subjects mandated by law and the local school committees shall be given in the native language and also in English. Native language arts and history and culture of the children of limited English-speaking ability; as well as that of the U.S., shall also be taught.

Non-mandatory courses and subjects where verbalization is not essential to understanding of the subject matter such as music, art, physical education shall be taught in English.

Grades to be Covered: Not stated.

Length of Time for Student Participation: Limited English-speaking children shall remain in the program for three years or until he or she achieves a level of English proficiency that will enable successful performance in regular English instruction classes. If a child is removed from the program prior to the three years and has difficulty functioning in an all English class; the child can be put back in the bilingual program for a length of time equal to that which remained at the time of transfer.

Teacher/Staff Requirements: Certification of bilingual education requires teachers to: (1) have speaking and reading ability in a target language other than English and communicative skills in English; (2) possess a bachelor's degree or an earned high academic degree or to be graduates of a normal school approved by the board; (3) meet such requirements as to courses of study, semester hours therein, experience and training as may be required by the board. A school committee may prescribe additional qualifications, approved by the board.

Community Participation: A Parent Advisory Committee shall be established in each school district operating bilingual programs. The Committee shall consist of parents of limited English-speaking students in the program and have no less than five (5) members, including one or more representatives from each language group serviced by the program. The Committee will participate in the planning, developing and evaluation of the program.

Michigan

Law: House Bill No. 4750, Act No. 294.

Date Passed: October 1974.

Type of Program: Transitional.

Population to be Served: Children who have or reasonably may be expected to have difficulty performing ordinary class work in English because their native tongue is a language other than English or because they come from a home environment where the primary language used is a language other than English.

Participation of English Speaking Students: Not stated.

Description of Program: A school district having 20 or more children of limited English-speaking ability in a language classification in grades K-12 shall establish and operate a bilingual instruction program. A school district with fewer than 20 children in a language category may establish a bilingual instruction program.

Bilingual programs shall be full time programs of instruction given in two languages one of which will be English, for speaking, reading, writing or comprehension. It may include instruction in the history and culture of the country, territory or geographic area associated with the native language of the LESA children in the program.

Grades to be Covered: K-12.

Length of Time for Student Participation: A LESA child shall be enrolled in the bilingual program for three years or until he/she achieves a level of proficiency in English sufficient to receive an equal educational opportunity in the regular school program, whichever occurs first. A child shall not be transferred out of the program prior to the third year unless the parent approves in writing, or unless the child successfully completes an examination which, in determination of the State Board of Education, reflects a level of English language skills appropriate to his/her grade level.

Teacher/Staff Requirements: Teachers must hold a valid Michigan teaching certificate, and the certificate must indicate that he or she has an endorsement to given bilingual instruction in a specific language. Such teacher shall be proficient in both the oral and written skills of the language for which he or she is endorsed.

Community Participation: A school district operating a bilingual instruction program shall establish an advisory committee to assist the board in evaluating and planning the program. The committee shall be composed of representatives of parents of LESA children in the program, bilingual instruction teachers and counselors, and members of the community. A majority of the members shall be parents of the children enrolled in the program.

Law: S. F. No. 120

Date Passed: May 1977.

Type of Program: Transitional.

Population to be Served: Children of limited English-speaking ability whose primary language is other than English or who come from environments where the primary language is other than English and by reason thereof, have difficulty in reading, writing, speaking and understanding ordinary classroom instruction and have difficulty in performing ordinary classwork in the English language.

Participation of English Speaking Students: English-speaking students may voluntarily enroll in the program to the extent it is economically feasible, in order that they may acquire an understanding of the cultural heritage of the children of limited English-speaking ability.

Description of Program: LESA children in the elementary and secondary schools will be enrolled in a bilingual program offering; A) instruction in English and the native language in all courses and subjects of study, to the extent necessary to allow the children to progress effectively through the educational system and to attain the basic skills that will enable them to perform successfully in ordinary classwork in English; B) instruction in native history and culture as well as U.S. history and culture.

To the extent practicable children with different non-English primary languages should not be combined in the same bilingual education class. In no event shall the program be designed to teach a foreign language to English-speaking children.

In predominantly non-verbal subjects, such as art, music, and physical education, children of limited English-speaking ability shall participate fully and on an equal basis with their contemporaries in the public school classes provided for these subjects.

No school district shall, in providing these programs, assign students to schools in a way which will have the effect of promoting segregation of students by race, sex, color or national origin.

Grades to be Covered: K-12.

Length of Time for Student Participation: Three years or until such a time as he/she achieves a level of English language skills which will enable him/her to perform successfully in classes in which instruction is given only in English, whichever shall first occur.

Teacher/Staff Requirements: The board shall grant licenses in bilingual education to persons that present evidence that they: (a) possess competence and communicative skills in English and in another language; (b) possess a bachelor's degree or other academic degree approved by the board, or meet such requirements as to course of study and training as the board may prescribe; (c) hold a general teaching license that presents evidence of competence and communicative skills in a language other than English.

Teacher aides may be employed for bilingual education programs but they shall not supplant teachers.

In hiring, efforts should be made to give preference to native speakers of the target language of the program.

Community Participation: A parent advisory committee shall be established that will assist in the planning, operating, and evaluating of the program. The committee will be comprised of parents of enrolled children, bilingual teachers, aides, counselors and community members.

Mississippi

Law: No law has been enacted. The state does receive federal funds for bilingual education servicing Choctaw language group.

Missouri

Law: No law has been enacted, but there is presently a bill in the legislature pending approval.

Montana

Law: No law presently mandates bilingual education, even though a number of bills have been presented. The only existing legislation centers around requiring six credits in American Indian studies for teachers that are assigned to reservations. There are various federally funded bilingual programs servicing the Crow, Creek and Northern Cheyenne Indians. A statute prohibiting the use of any language other than English as the medium of instruction was rescinded in 1975.

Nebraska

Law: No law has been enacted.

Nevada

Law: No law has been enacted. State guidelines were issued in August 1977 based on LAU Remedies for the county school districts' compliance.

New Hampshire

Law: No law has been enacted. However, Amended Revised Statute 189-19, Chapter 110 does permit local school districts to implement bilingual programs if they so desire.

New Jersey

Law: Bill No. 811.

Date Passed: January 1975.

Type of Program: Transitional.

Population to be Served: "Children of limited English ability" whose primary language is other than English and who have difficulty performing ordinary classwork in English.

Participation of English Speaking Students: English-speaking students may participate in bilingual education programs but they shall never constitute a majority in a bilingual class.

Description of Program: When a school district has identified 20 or more pupils of limited English speaking ability in any one language classification, the board of education shall establish for each such classification, a program of bilingual education for all pupils therein.

A program of bilingual education is a full time program of instruction in which all courses or subjects mandated by law are taught in the native language of the children and also in English. Aural comprehension, speaking, reading and writing of the native language as well as of English are also provided. History and culture of the country, territory or geographic area which is the native land of the parents of LESA children enrolled in the program as well as the history and culture of the United States are taught.

In those courses in which verbalization is not essential to an understanding of the subject matter, including but not limited to art, music, and physical education, pupils of limited English-speaking ability may participate fully with English-speaking pupils in the regular classes provided for such subjects.

Grades to be Covered: Not stated.

Length of Time for Student Participation: Three years.

Teacher/Staff Requirements: Although not stated in the legislation the State of New Jersey requires that persons employed as bilingual education teachers be certified as bilingual bicultural or ESL teachers.

Community Participation: The board shall provide for the maximum practicable involvement of parents of children of limited English-speaking ability in the development and review of program objectives and dissemination of information to and from the local school districts and communities served by the bilingual education program with the existing State Law.

New Mexico

Law: SB 421.

Date Passed: April 1973.

Type of Program: Not stated. However, the New Mexico State Board of Education in their Statement of Policy regarding Multicultural Education states, "Bilingual-Multicultural Education is a process to improve education for all children. It is based on the premise that every individual has a right to retain and expand his identity, his culture, and his language. Furthermore, all students have the right to participate in various cultural forms and values. Since bilingualism is recognized by the New Mexico Constitution and the decisions of the United States Supreme Court this type of educational opportunity should be provided for all students as part of the basic program as determined by the needs assessment of the local district." The legislation is interpreted as establishing a transitional program because of the restricted grade range, but programs whose philosophy is maintenance may be funded by the state.

Population to be Served: "Culturally and linguistically different" are those persons who are of a different cultural background than the majority culture of the state and whose native tongue is of a language other than the language of the majority culture within the state. Programs must provide for the educational needs of linguistically and culturally different students, including native American children, and other students who may wish to participate.

Participation of English Speaking Students: English-speaking students may participate.

Description of Program: Cognitive and affective development of the students in New Mexico is encouraged by: (1) utilizing the cultural and linguistic backgrounds of the students in the curriculum; (2) providing students with opportunities to expand their conceptual and linguistic ability and potentials in a successful and positive manner; and

(3) teaching students to appreciate the value and beauty of different languages and cultures.

To be eligible for state financial support, each program must use two languages as mediums of instruction for any part or all of the curriculum of the grade level or levels within the program; use teachers who have specialized in elementary education and who have received special training in bilingual education conducted through the use of two languages; and emphasize the history and cultures associated with the student's mother tongue. Programs shall be located in the regular public schools and shall not have the effect of segregating students by ethnic groups, color or national origin.

Grades to be Covered: K-6, with priority given to programs in grades K-3.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Programs must employ teachers who have specialized in elementary education and who have received special training in bilingual education conducted through the use of two languages. Certification requirements have been adopted for elementary and secondary teachers of bilingual education.

Community Participation: The legislation provides that a parent advisory committee from the district shall review the goals and priorities of the plan and make appropriate recommendations to the state board.

New York

Law: Education Law, Section 3204.

Date Passed: May 1974.

Type of Program: Transitional.

Population to be Served: Pupils who, by reason of foreign birth, ancestry or otherwise, experience difficulty in reading and understanding English, may, in the discretion of the board of education, board of trustees or trustee, may, be instructed in all subjects in their native language and in English.

Participation of English Speaking Students: Not stated.

Description of Program: Students who are limited English-speaking may be instructed in all subjects in their native language and English. The special educational needs of LESA children will be met through programs designed to accomplish the following: (a) bilingual education; (b) to impart to students knowledge of the history and culture associated with their language; (c) to establish closer cooperation between the school and the home; (d) to provide early childhood educational programs (for LESA pupils) designed to improve the potential for profitable learning activities by children; (e) to provide adult education programs related to the purposes of this law, particularly for parents of children participating in bilingual education programs; (f) to provide programs designed for dropouts or potential dropouts having need of bilingual programs; (g) to provide programs to be conducted by accredited trade, vocational or technical schools; and (h) to provide other activities deemed desirable to further the purposes of this law.

Grades to be Covered: Not stated.

Length of Time for Student Participation: Pupils may participate for a period of three years, which period may be extended by the commissioner with respect to individual pupils, upon application thereof by the appropriate school authorities, to a period not in excess of six years, from the date of enrollment in school.

Teacher/Staff Requirements: Instruction may be given only by a competent teacher.

Community Participation: Programs shall be designed to establish closer cooperation between the school and the home, and to provide adult education programs related to the purposes of this act, particularly for parents of children participating in bilingual programs.

North Carolina

Law: There is presently no law mandating bilingual education. The state does receive federal funds for bilingual programs.

North Dakota

Law: No law has been enacted; but the statute prohibiting the use of any language other than English for classroom instruction was repealed in 1975.

Ohio

Law: No law has been enacted, however there is presently a statute pending in the House. There is also a State Board Resolution providing Equal Education Opportunity that distributes approximately $150,000 from the Disadvantaged Pupil Funds for bilingual education.

Oklahoma

Law: No law has been enacted. The state's "English-only" statute is still in effect but it is not enforced, in fact there are certain school districts that receive Title VII funds for bilingual education.

Oregon

Law: Oregon Laws Relating to Public School and Community Colleges Vol. 2, 1974. Sec. 336.074 and 336.079.

Date Passed: 1971.

Type of Program: Transitional.

Population to be Served: Pupils whose native language is other than English and are unable to profit from classes taught in English.

Participation of English Speaking Students: Not stated.

Description of Program: Districts identifying students whose primary language is other than English shall provide such students with appropriate programs until they are able to acquire the proficiency in English needed to assure their success in the regular program of instruction.

Instruction may be conducted in more than one language in order that LESA students can develop bilingual skills to make an early and effective transition to English and benefit from increased educational opportunities.

Specific courses to teach the speaking, reading and writing of English shall be provided at each grade level, starting at the first grade.

Grades to be Covered: Each grade level, starting at the first grade.

Length of Time for Student Participation: The children can remain in the program until they are able to profit from English courses.

Teacher/Staff Requirements: Not stated.

Community Participation: Not stated.

Pennsylvania

Law: No law has been enacted, but under the State Board Curriculum Regulations provisions are made for the implementation of bilingual education programs. Each school district having one or more children of limited English-speaking ability must provide an instructional program designed to meet he needs of the children. The school district has the option of choosing an ESL program or a bilingual program.

Rhode Island

Law: Title 16, Chapter 54.
Note: An amendment to this act stipulates that, "This act shall take effect only when funds of the federal government are made available to and accepted by the state department of education to carry out the purposes of this act on a continuing basis."

For the past years this amendment has virtually impeded any attempt to implement the law. A bill, however, has been presented in the state legislature doing away with the amendment.

Date Passed: May 1974.

Type of Program: Transitional.

Population to be Served: Children of limited English-speaking ability whose native language is other than English and who have difficulty performing ordinary classwork in English; provided that where a school district has made a judgement that a child is not of limited English-speaking ability, but his parent or legal guardian reasonably disagrees, the parent's judgement shall be conclusive.

Participation of English Speaking Students: The school district shall to the fullest extent possible, enroll a substantial number of English-speaking children in bilingual programs, provided that priority shall be given to children of limited English-speaking ability.

Note: The proposed bill states that school districts would not be reimbursed for monies spent on English-speaking students participating in the program.

Description of Program: Whenever there are within a school district 20 or more children of limited English-speaking ability in any one language classification, the school board shall establish a transitional bilingual education program for each such classification group. Programs may be established when there are fewer than 20 children in any one classification.

A bilingual program shall be a full time program of instruction (1) in all subjects required by law or by the school district, which shall be given in the native language of the LESA children who are enrolled in the program and the English language; (2) in the comprehension, speaking, reading, and writing of the native language of the limited English-speaking children as well as of English language skills; (3) in the history and culture associated with the native language of the children of limited English-speaking ability enrolled in the program and in the history and culture of the U.S.

The LESA children shall participate fully with their English-speaking contemporaries in predominantly non-verbal subjects such as art, music and physical education.

Grades to be Covered: Elementary and secondary schools.

Length of Time ror Student Participation: Up to a maximum of six years. A child may be transferred to the regular English program upon receiving a score in an English language proficiency examination which reflects a level of English language skills which will enable him to perform successfully. If later evidence suggests that the transferred child is still handicapped by an inadequate command of English the child shall have the right to be re-enrolled in the bilingual program for a length of time equal to that portion of the six-year period that remained at the time of the transfer.

Teacher/Staff Requirements: The state board of regents for education shall grant permanent teaching certificates with bilingual education endorsements to applicants who: (1) possess a teacher's degree or other academic degree approved by the state board; (2) possess a speaking or reading ability in a language other than English, and communicative skills in English; (3) meet such requirements as to course of study and training as the board may prescribe, or possess such relevant experience as may be satisfactory to the board; (4) hold a general teaching credential and present satisfactory evidence that they have speaking and reading ability in a language other than English.

Community Participation: School boards shall provide for the maximum practical involvement of parents of children enrolled in bilingual programs. Each school district shall establish a parent advisory committee to assist in the planning, evaluating and operation of the program.

South Carolina

Law: No law mandating bilingual education has been enacted.

The state does receive federal funds that are coupled with local funds to implement a bilingual program in Greenville, S.C. There is, however, a very large population of Gula-speakers (a West African language) that receive ESL instruction.

South Dakota

Law: No law has been enacted.

The state does receive federal funds from Title VII and it does require a one year temporary permit of personnel working in bilingual programs. A person applying for a permit must be taking at least 6 semester hours in either history and culture of the limited English-speaking children serviced, target native language skills, and/or bilingual education before a permit is issued.

Tennessee

Law: No law has been enacted mandating bilingual education.

The state does receive Title VII funds for one program in Nashville.

Texas

Law: S.B. No. 121.

Date Passed: June 1973.

Type of Program: Transitional.

Population to be Served: Children whose native tongue is a language other than English and who have difficulty performing ordinary classwork in English.

Participation of English Speaking Students: Not stated.

Description of Program: Each school district which has an enrollment of 20 or more children of limited English-speaking ability in any language classification in the same grade level during the preceding scholastic year, shall institute a program of bilingual instruction for the children in each language classification. The board may establish a program with respect to a language classification with less than 20 children.

The bilingual education program shall be a full time program of instruction (1) in all the subjects required by law or by the school district, which shall be given in the native language of the LESA children enrolled in the program, and in English; (2) in the comprehension, speaking, reading, and writing of the native language of the LESA children and of English; (3) in the history and culture associated with the language of the children of limited English-speaking ability in the program and in the history and culture of the U.S.

In predominantly non-verbal subjects such as art, music, and physical education, LESA children shall participate fully with their English speaking contemporaries. Elective courses included in the curriculum may be taught in a language other than English. A school district may establish on a full or part time basis preschool or summer school programs in bilingual education for children of limited English-speaking ability. The preschool or summer programs shall not be a substitute for programs required to be provided during the regular school year.

Grades to be Covered: The mandate states that bilingual programs must be offered in grades kindergarten through third. Bilingual instruction may be offered in the fourth and fifth grades for students who have not progressed sufficiently to participate in the regular school curriculum. Any bilingual program beyond the fifth grade shall be at the expense of the respective school district.

Length of Time for Student Participation: A limited English-speaking child enrolled in the program may remain in the program for a period of three years or until the child achieves a level of English language proficiency which will enable him to perform successfully in classes in which instruction is given only in English, whichever occurs first. Such child may continue in that program for a period longer than three years with the approval of the school district and the child's parents or guardian. No school district may transfer a child of limited English-speaking ability out of a bilingual program prior to his third year of enrollment unless the parents of the child approve in writing, or unless the child has received a score on an examination reflecting a level of English language skills appropriate to his grade level. If a child so transferred is still handicapped by an inadequate command of English, he may be re-enrolled in the program for a length of time equal to that which remained at the time of his transfer.

Teacher/Staff Requirements: The state board of education shall promulgate rules and regulations governing the issuance of teaching certificates with bilingual education endorsements to teachers who possess a speaking and reading ability in a language other than English in which bilingual education programs are offered, and who meet the general requirements for teachers.

Community Participation: Not stated.

Utah

Law: S.B. No. 353.

The law only provides that "the state contribution of $317,000 for bilingual education programs shall be allocated to each school district by the state board of education for programs for pupils with bilingual needs based upon (the relationship that) the number of pupils with bilingual needs in the district claiming entitlement bears to the total number of such pupils in all districts."

The provisions included below are taken from the Guidelines and Standards for State Bilingual Education, April 13, 1977.

Date Passed: February 1977.

Type of Program: Not stated.

Population to be Served: Pupils with bilingual needs who meet the classification requirements of the LAU Remedies, A, B and C: (A) pupils who are monolingual speakers of another language; (B) pupils who speak another language and have a limited knowledge of English; (C) pupils who are bilingual, e.g., have equal knowledge of another language and English.

Participation of English Speaking Students: Not specifically stated, but districts are encouraged to teach the language(s) of the LESA children to the monolingual English speakers in order to promote a pluralistic concept of America.

Description of Program: Bilingual education programs are instructional programs encompassing the total educational process in which two languages, English and another language, shall be used for a portion of the curriculum. The amount of time and the treatment accorded to each of the languages in both content area and language instruction in both content area and language instruction shall be commensurate to the individual need of pupils. Inherent in the program of bilingual instruction shall be teaching of the cultural heritage of the people whose languages are used and the contribution made to the community, the state, and the country. For pupils whose first language is other than English, the teaching of concepts, content information, attitudes and relationships may be undertaken entirely in the first language until sufficient facility is achieved in the use of both languages. Districts are encouraged to teach the language(s) of the minority children to the monolingual speakers of English in order to promote a pluralistic concept of America.

Grades to be Covered: K through 12.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Not stated.

Community Participation: Districts are encouraged to provide a program which encourages parental involvement.

Vermont

Law: No law has been enacted. The state does receive Title VII funds for bilingual education.

Virginia

Law: No law has been enacted.

Washington

Law: Substitute Senate Bill 2149.

Date Passed: March 5, 1979.

Type of Program: Transitional.

Population to be Served: Pupils with special educational needs as described in classifications A and B of the LAU Remedies.

Participation of English Speaking Students: Not stated.

Description of Program: The bill makes provision for the implementation of bilingual programs and provides financial assistance to school districts establishing such programs. Bilingual education is defined as a system of instruction using two languages as mediums of instruction, one of which will be English. Concepts and information shall be introduced in the primary language and reinforced in the second language.

Primary language is defined as the language most often used by the child for communication in the home environment.

Guidelines for bilingual instruction are to be prepared and disseminated to all school districts.

Grades to be Covered: Priority is given to early elementary grades.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Not specifically stated; however, school districts shall provide inservice training for personnel employed in bilingual programs regarding the use of the curriculum in bilingual classes.

Community Participation: School districts shall establish advisory committees, comprised mainly of parents of children enrolled in the program and shall receive recommendations for the planning and evaluating of the program.

West Virginia

Law: No law has been enacted. The state still has a statute prohibiting the use of any language other than English as the medium of instruction in public schools.

Wisconsin

Law: S.B. 126.

Date Passed: 1975.

Type of Program: Transitional.

Population to be Served: Limited English-speaking pupil - a pupil whose ability to use the English language is limited because of the use of a non-English language in his or her daily, non-school surroundings, and who has difficulty, as defined by the rules of the state superintendent, in performing ordinary classwork in English as a result of such limited English-speaking ability.

Participation of English Speaking Students: Pupils who are English-speaking may participate, but priority must be given to children of limited English-speaking ability.

Description of Program: A school board shall establish a bilingual-bicultural program (1) if there are 10 or more LESA pupils in a language group in kindergarten to grade 3 at a particular school and whose parents or legal guardians give written consent; (2) if in a language group there are 20 or more LESA students in grades 4 to 8 in a particular school, whose parents or guardians have given written consent (not required before July 1, 1979); (3) if in a language group there are 20 or more LESA students in grades 9 to 12 in a particular high school and whose parents or guardians have given written consent (not required before July 1, 1981).

A bilingual-bicultural program is a basic program or an optional expanded program, designed to improve the comprehension and the speaking, reading and writing ability of a limited English-speaking pupil in the English language, so that the pupil will be able to perform ordinary classwork in English.

A basic program provides the following: (a) instruction in reading, writing and speaking the English language; and (b) in grades K-8 through the use of the native language of the limited English-speaking pupil, instruction in the subjects necessary to permit the pupil to progress effectively through the educational system.

An optional expanded program provides the following: (a) instruction in reading, writing, and speaking the English language; and (b) instruction at all grade levels through the use of the native language of the limited English-speaking pupil, in the subjects necessary to permit the pupil to progress effectively through the educational system.

Reading, writing, spelling, English grammar and composition, geography, arithmetic, elements of agriculture and conservation of natural resources, history and civil government of the United States and of Wisconsin, citizenship and such other subjects as the school board determines shall be taught in every elementary school. All instruction shall be in English, except in those programs established under subchapter VI of chapter 115 where instruction shall be in the English language and in the non-English language of the bilingual-bicultural education program, and except that the school board may cause any foreign language to be taught to such pupils as desire it.

Grades to be Covered: K through 12.

Length of Time for Student Participation: Until such time as the pupil is able to perform ordinary classwork in English.

Teacher/Staff Requirements: Bilingual teachers and counselors must be certified personnel approved by the State Superintendent. Bilingual teacher's aides and counselor's aides must be approved by the State Superintendent.

Community Participation: School boards may appoint advisory committee's to afford parents and educators of LESA students the opportunity to advise in the planning, operating and evaluating of the program.

Wyoming

Law: No law has been enacted.

The state does receive Title VII funding for two programs.

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American Somoa

Law: There is no legislation that officially permits or mandates bilingual education. However, a resolution was passed in 1975 that endorses the concept of bilingual education and favors the establishment of such programs. Presently, the island receives Title VII funds for a project in its third year that is functioning in nine pilot elementary schools and four high schools.

District of Columbia

Law: There is no statute mandating the establishment of bilingual programs. There are, however, various bilingual programs operating with local and federal monies servicing Spanish and Chinese students of limited English-speaking ability.

The District also provides ESL, as well, as bilingual licenses to regularly qualified teachers who meet the requirements.

Mariana Islands (Northern)

Law: Starting at the first grade all education is bilingual. There are 14 Micronesian languages and English is taught as a second language in grades 6-8.

Pacific Trust Territory

Law: No law has been enacted. However, in 1970 a resolution was passed that authorized the Director of Education to place students in a program that utilized the student's first language as a medium of instruction and that provided ESL instruction. A third and most important component was the teaching of cultural heritage.

Puerto Rico

Law: There is presently no law mandating bilingual education. A document is being prepared by the Department of Education addressing the need for legislative endorsement of bilingual education. The document is a master plan outlining the needs and setting forth an implementation plan for bilingual education. It is to be presented to the Cámara de Representantes shortly with hope that it will become part of this year's Reformas Educativas.

In May 1978, a census was taken revealing that 68,721 public school children had returned from the U.S.; 56,000 of which had spent at least three years in the U.S. and 45,000 of which spent five years or more. The survey was made on the basis of teacher judgement.

There is no special certification for bilingual teachers.

It is proposed that limited Spanish-speaking students and Spanish speaking children that have intentions of moving to the continental U.S. will be eligible for the program.

The bilingual program will be essentially transitional in scope.

Presently the Puerto Rican government funds one bilingual project that was initially funded through Title VII. It has been assuming the cost since 1977.

Note: The teaching of English is an integral part of the regular curriculum in all of the public schools of Puerto Rico but this practice does not constitute a legislative endorsement of bilingual education as is defined by the federal government.

Virgin Islands

Law: Bill #6137 - No. 3208.

Date Passed: April 19, 1972.

Type of Program: Transitional.

Population to be Served: Limited or non-English-speaking children whose native language is Spanish will be eligible to participate in the program. However, Amendment #3815 of June 24, 1976 expanded the target population by stating that "emphasis should be placed on establishing bilingual education programs where there are large concentrations of children that are of limited English-speaking ability." There was no mention of Spanish being the native or dominant language.

Participation of English Speaking Students: Not stated.

Description of Program: A district shall establish a bilingual program when 10 or more LESA students are identified and found to have difficulty in writing, reading, speaking and understanding English. A program of instruction offering law mandated courses in English and Spanish will be implemented. Classes will be taught by bilingual teachers who have knowledge of bilingual methodology and are sensitive to the culture and heritage of the children.

Grades to be Covered: K-12. However, emphasis is placed on the elementary grades.

Length of Time for Student Participation: Not stated.

Teacher/Staff Requirements: Teachers working in a bilingual program should be regularly certified teachers that possess basic communicative skills in English and are competent to teach language arts and/or content areas in the target language other than English.

Community Participation: School districts shall establish advisory committees to assist in the planning, implementing and evaluating of the program.

FOOTNOTES

[1] Jonathan Gathorne - Hardy, *The Old School Tie* (New York: Viking Press, 1977), pp. 22-23.

[2] Tove Skutnabb - Kangas, *Language in the Process of Cultural Assimilation and Structural Incorporation of Linguistic Minorities* (Rosslyn, Virginia: National Clearinghouse for Bilingual Education, 1979), p. 16.

[3] Joshua A. Fishman, *Language, Loyalty in the United States: The Maintenance and Perpetuation of Non-English Mother Tongues by American Ethnic and Religious Groups* (The Hague: Mouton & Company, 1966).

[4] Sections 702(a)(3), (5) and 703(a)(3), 4(A)(1) of the Bilingual Education Act of 1968.

[5] *Lau v. Nichols*, 414 U.S. 563 (1974).

[6] Equal Education Opportunities Act of 1964, 20 U.S.C. 1703(f).

[7] *Rios V. Read*, 73 F.R.D. 589,595 (E.D.N.Y., 1977).

[8] *Morales v. Shannon*, U.S. Court of Appeals, Fifth Circuit.

[9] *Serna v. Portales Municipal Schools*, U.S. Court of Appeals Circuit, 449 F2d 1149 (10th Circuit 1974).

[10] *Aspira v. Board of Education* of the City of New York, U.S. Court of Appeals , 394 F. Supp. 1161 (1975).

[11] Edward DeAvila, "Children's Transformation of Visual Information According to Nonverbal Syntactical Rules", (Ph.D. diss., York University, 1974).

[12] Dorothy Waggoner, "Non-English Language Background Persons: Three U.S. Surveys" *TESOL Quarterly*, Vol. 12, No. 8. (September 1978) pp. 252-267.

[13] Ibid.

[14] The findings of the report are scheduled to appear in the April issue of the *Bilingual Education Papers Series* published by the National Dissemination and Assessment Center of California State University.

[15] Federal Register, March 29, 1979, Part VI, Vol. 44, No. 62, Part 123 - Bilingual Education, 123.43 (h) and (i).

[16] Noel Epstein, *Language, Ethnicity, and the Schools* (Washington, D.C.: Institute for Educational Leadership, The George Washington University, 1977), p. 13.

[17] Ibid., p. 76.

[18] Hannah N. Geffert, et al., *The Current Status of U.S. Bilingual Education Legislation*, Bilingual Education Series 4 (Arlington, Virginia: Center for Applied Linguistics, 1975), pp. 8-12.

[19] Epstein, p. 5.

[20] Section 703, Bilingual Education Act Title VII, 1978 Amendments.

[21] Tom Bethel, "Why Johnny Can't Speak English", Harper's Magazine (February, 1979), pp. 30-33.

[22] Epstein, p. 77.

[23] Epstein, p. 82.

[24] American Institutes for Research, *Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program* (Palo Alto, California, March, 1978).

[25] Rudolph C. Troike, *Research Evidence for the Effectiveness of Bilingual Education* (Rosslyn, Virginia: National Clearinghouse for Bilingual Education, 1978), p. 8.

[26] Ibid., p. 7.

[27] *St. Paul, Minnesota Bilingual/Bicultural Program Summary Evaluation, 1977-78* (Educational Assessment Services, Inc.), pp. 1-3.

[28] *Dearborn, Michigan Title VII Bilingual Program Evaluation 1977-78*, International Resource Development, Inc., pp. 29-30.

[29] Troike, pp. 6, 8.

[30] Ibid., pp. 5, 7.

[31] Skutnabb-Kangas, p. 15.

[32] *Status of Bilingual Vocation Training: Fiscal Year 1976*. Report of the Commissioner of Education and the Secretary of Labor to the President and to the Congress; Chapter 4, pp. 48.

[33] Ibid., p. 48.

[34] Waggoner, pp. 252-267.

[35] Ibid, pp. 257-259.

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Appendix A

Empirical Evidence Addressing the Effectiveness of Bilingual Education

ROCK POINT, ARIZONA (Navajo)

The Navajo Bilingual Project in Rock Point, Arizona has shown notable success since the inception of its bilingual bicultural program. A basic assumption of the bilingual program at Rock Point is that learning to read in the language one speaks will enhance reading skills, which will later result in more efficient reading in the second language (English) as measured by achievement test scores. Actual test scores that have come out of the Rock Point system show that this theory has proven true for them.

Students at various grade levels were tested with the Stanford Achievement Test. Fourth grade students (in 1975), who had had continuous instruction in the bilingual program since entering school were tested and their scores were compared with scores of fourth graders in the Rock Point School in 1972 who had had no bilingual training. Those who had bilingual instruction (class of 1975) had a Reading Achievement grade equivalent score of 4.2, compared to those who had received no bilingual instruction (class of 1972) who scored 3.2. Despite the fact that both scores were still below national norms, the great difference in scores showed that substantial progress had been made with the Rock Point students since the beginning of the bilingual program. Results of the 1975 fifth grade, which had continuous bilingual instruction again compared to the class of 1972, which had no bilingual instruction, showed great improvement, with the grade equivalent score in Reading Achievement jumping from 3.9 to 5.0. Tests given a year later to these fifth graders (then sixth graders) resulted in scores above the national norm.

Similar results appeared when comparing students who had had continuous instruction in bilingual education with those who had had different types of instruction at Rock Point. Those who had had continuous exposure to the bilingual program scored higher on the Stanford Achievement Test. Scores of Rock Point bilingual students were also compared to the Bureau of Indian Affairs schools in the Navajo area which did not have a bilingual program. Again the Rock Point students' scores were substantially higher.[1] All these results lead to the conclusion that students who have learned to read in Navajo and have followed through in the bilingual program appear to reach a level of reading achievement significantly higher than those who did not.

SANTA FE, NEW MEXICO (Spanish)

In Santa Fe, New Mexico, an evaluation of students in a bilingual program from grades 2 through 6 was made using the Metropolitan Achievement Test, and compared with an evaluation of a control group not involved in the bilingual program. In math; the bilingual group began slightly below the comparison group and the national norm on the MAT in the second grade, but by the third grade had surpassed the comparison group, and by the end of the fourth grade had exceeded the national norm as well, remaining above both through the end of the sixth grade. In English reading, the bilingual group was above the comparison group each year and closely approximated the national norm in grades 5 and 6. Three other groups which had been in the bilingual program three and four years were consistently above their respective comparison groups in math and English reading, after the first year.

This study, as well as the one of Rock Point, Arizona, is important in suggesting that bilingual instruction may have a cumulative effect, and that longitudinal studies with control groups and standardized tests are necessary to determine this effect, which may not be shown by short-term, one-year-at-a-time evaluations.[2]

CHICAGO, ILLINOIS (Spanish)

Bilingual education is often challenged by proponents of the idea that children involved in a bilingual program will not spend enough time learning English, and therefore not be able to achieve in the native language of this country. However, evidence proving the contrary is emerging as bilingual education progressively matures. The positive effects of developing expression in the native language and then implementing English later are shown by one recent experimental study in Chicago.[3] This study disproves the theory that language minority children learn more English in a monolingual English school than in a bilingual bicultural program.

Children enrolled in an ESL program were compared with children in a bilingual program who were receiving at least 25 percent less instruction in English. There were no statistically significant differences in English achievement between the two groups of kindergarten and third grade Spanish-speaking children who were tested, but the children in the bilingual program had the distinct advantage of having developed their Spanish along with English competency.

SAN FRANCISCO, CALIFORNIA (Chinese)

Bilingual bicultural education is also proving in many situations to be a more efficient way of dealing with limited English proficiency speakers than ESL programs. Children in the Chinese bilingual bicultural program in San Francisco were compared with children receiving solely ESL instruction. The bilingual program children at the third grade level were found to be four months ahead of children in ESL programs in reading English. In math, these children tested five months ahead of national norms and a year and one-half ahead of the ESL children. Title VII bilingual third graders tested included children at Commodore Stockton and St. Mary's school. The ESL control group included students from Commodore Stockton, Jean Parker, and Spring Valley Schools.[4]

LAS VEGAS, NEW MEXICO (Spanish)

A study of the comparison of written and oral English syntax of ninth grade Spansih/English bilinguals and English monolinguals was conducted in the Las Vegas City School District in Las Vegas, New Mexico in 1973 and in 1978. In 1973, the Spanish/English bilingual students measured had not had any type of bilingual education, whereas in 1978 the bilingual students had had bilingual education in the elementary school.[5]

The three factors measured to compare syntax in both the written and the oral mode were (1) the average number of words per clause (2) the average number of clauses per T-unit, and (3) the average number of words per T-unit. In the written mode, the bilinguals of 1978 who were enrolled in bilingual education scored higher in words per clause and words per T-unit than the 1973 students who had never been enrolled in bilingual education.

Another set of data used for comparison came from the Comprehensive Test of Basic Skills which was administered to both groups of bilingual students. The mean scores indicated that the 1978 students scored higher than did the 1973 students in both reading and language.

LORAIN, OHIO (Spanish)

The Lorain City Schools Title VII Bilingual Bicultural Project, in Lorain, Ohio, has admirably demonstrated the benefits of bilingual education. The experimental groups in this project are composed of students presently in second and third grades who have been enrolled in the bilingual project since its inception in September of 1976, and also students in eighth grade who came into the program upon entering junior high school in grade seven. All of the students in the Experimental Groups (grades 2, 3, 8) were originally identified as Spanish monolingual, Spanish dominant, or limited English proficiency students by use of the Dailey Language Facility Test and the Bilingual Syntax Measure, and come from Spanish speaking homes. The Control Group for the English testing was selected randomly from students who are native English speakers within the same schools as the Experimental Group students.[6]

The students were assessed in both languages. The basic assessment instruments in English were the Comprehensive Tests of Basic Skills (CTBS)/ McGraw-Hill for reading (grades 2, 3, 8) and the Boehm Test of Basic Concepts by Ann T. Boehm to measure vocabulary and basic concepts (grade 2). In Spanish, the Prueba de Lectura of the Inter-American Series from Guidance Testing Associates was used.

The CTBS, Form S, Level B was administered in October 1978, to the second grade Experimental and Control Groups. This test includes sections on Letter Sounds, Word Recognition, and Reading Comprehension. The composite results were that the Experimental Group had a higher scale score than the Control Group (284 vs. 274) as well as a higher composite grade level equivalent (1.9 vs. 1.8).

The Boehm Test of Basic Concepts (BTBC) was also administered to the second grade Experimental and Control Groups in October 1978. The Experimental Group scored a mean of 45.2 correct of 50 questions while the Control Group scored a mean of 45.8 correct.

In both the CTBS and BTBC composite results the Experimental Group students in grades 2 and 3 who were identified as "limited English-speaking" students have achieved nearly equal test scores as their randomly selected native English-speaking peers in the Control Group.

The CTBS, Form S, Level 3, which contains sections on Vocabulary, Reading Comprehension, and Total Reading Skills was also administered in October 1978. In all three areas, the Experimental Group scored higher in Grade Equivalent and scale scores. [Vocabulary: grade equivalent 7.5 vs. 6.9; scale score 512 vs. 495 Comprehension: grade equivalent 7.0 vs. 6.4; scale score 508 vs. 495, and Total Reading Skills: grade equivalent 7.55 vs. 7.0; scale score 510 vs. 495.]

These eighth grade results demonstrate that the Experimental Group has not only achieved test scores equivalent to those of the Control Group, but has surpassed the Control Group mean by .55 years.

The results of the Prueba de Lectura, used to test Spanish Reading for the Experimental Group were compared to the standardized norm for Spanish reading throughout the United States as compiled in the test manual. The students in all three grade levels scored above the national norms.

The results of these tests given in Lorain, Ohio all point toward the conclusion that limited English proficiency students can achieve equal or superior test scores to their native English-speaking peers and simultaneously be proficient in their native language if a sound bilingual education program is implemented.

ORLEANS PARISH, LOUISIANA (Spanish)

In Orleans Parish, Louisiana, Latino children showed a gradual measurable gain in comparison with an Anglo reference group from pre-school through grade three, on the Inter-American Test Series. By third grade, the Latino children out-performed their Anglo peers in general ability when tested in both English and Spanish.[7]

ARTESIA, NEW MEXICO (Spanish)

In Artesia, New Mexico, Spanish-dominant children in the bilingual program scored significantly higher than the control group not involved in the program in grades three and four, as measured by the Comprehensive Test of Basic Skills. Even the English-dominant children enrolled in the program scored higher than the control group, which continued to lose positive self-image, while the bilingual program children maintained or increased it.[8]

LAFAYETTE PARISH, LOUISIANA (French)

In Lafayette Parish, Louisiana, the students in grades K-3 in the French-English bilingual program performed as well as or better than a control group of students in the regular program in all areas tested, including reading and reading readiness, linguistic structures, writing, math concepts, and social science. The evaluation instruments used were the Primary Abilities Test, the Metropolitan Achievement Test, and a criterion referenced test for French.[9]

ST. JOHN VALLEY, MAINE (French)

In 1969, prior to the beginning of the French/English bilingual program, as many as 80 percent of students scored below grade level in language and math on the SAT in St. John Valley, Maine. By the sixth grade, the median score in science was 1.5 years below grade level. Randomly selected bilingual-medium schools were matched with all-English control schools having students of comparable IQ and socioeconomic status, and after five years (1970-75), bilingually trained students were found to out perform students in the control schools in English language skills and math, and have continued to remain ahead ever since. Statistics for 1974-75 show that students in the bilingual program achieved average or above average stanines in all subject areas on the MAT in grades 1-4. At the secondary level, project students scored within the 4-6 stanine range in English reading, math and language arts on the SRA Achievement Test. Also, students in the bilingual schools showed major gains in self-concept.[10]

DOUGLAS, ARIZONA (Spanish)

In Douglas, Arizona, thirty-one matched pairs of students selected from the bilingual program and from the regular program (using the Peabody Picture Vocabulary Test as a basis for matching) were administered the MAT in the spring of 1974 after two years in the program; 19 of these pairs subsequently took the Wide Range Achievement Test (WRAT) battery in 1975. In the second grade, the bilingual program students scored slightly lower on the English MAT than the controls (Mean 120 vs. 128) and slightly higher on the Spanish MAT, though the differences were not significant. However, by the third grade, bilingual program students out-performed the control group in English reading (62 vs. 51), spelling (34 vs. 32), and arithmetic (31 vs. 29) and were ahead of the control group in Spanish as well. Also, the bilingual program students exceeded the norm in English reading for their age level on the WRAT (62.47 vs. 61.16).[11]

NEW HAVEN, CONNECTICUT (Spanish)

Of forty-five children (experimental group) in a bilingual program using a team-teaching approach and twenty-seven in a regular program (control group), all Spanish dominant, in grades K-3, the experimental group in both grades 2 and 3 achieved a greater growth in Spanish and English reading than did the controls, as measured by the InterAmerican series and the MAT in a school in

New Haven, Connecticut. Only in the bilingual class did the children test at grade level or above on the MAT. Thirteen children in the regular program were retained at the end of the year versus only one in the bilingual program.[12]

DEARBORN, MICHIGAN (Arabic)

The Dearborn Public School System began its Arabic/English bilingual program two years ago. Although it is a relatively new program, students have already shown notable progress in various areas.

In mathematics, the first, second, and third grade bilingual experimental groups scored higher than control groups of similar backgrounds not in the bilingual program, on the Metropolitan Achievement Primary I (Form F) Test.

On the Metropolitan Achievement Primary II (Form F), second graders in the bilingual program scored above the national grade equivalent norm of 2.9 with a mean score of 3.2.

An Arabic version of Metropolitan Readiness Test, Form A (for testing concept development and reading readiness) was given to first graders twice during the year. Students involved in the bilingual program had a remarkable rise in scores from a pre-test mean of 47.3 to a post-test mean of 86.6; a rise of 39.3 points. The control group gained only 28.7 points from pre-test to post-test.

Using sections from the Michigan Education Assessment Program to measure student and school attitudes, the students enrolled in bilingual programs scored significantly higher than the control groups in these areas.

When comparing mean scores for the entire Metropolitan Achievement Primary Test, the bilingual classes consistently had higher mean scores than comparison groups from the same schools and levels.[13]

SAINT PAUL, MINNESOTA (Spanish)

The students of the Spanish/English Bilingual Bicultural Program in three public elementary schools in Saint Paul, Minnesota (Riverview, Roosevelt, and Cherokee Heights) have demonstrated significant gains in academic achievement.

The Latino K-6 grade students involved in the bilingual program were compared with a Latino control group. Results of cognitive achievement data indicated that Latino children in the bilingual program showed increases in SRA achievement test scores and performed several months better than the Latino control group in Reading and Language Arts; and equally well or better in Mathematics. The Latino students in the bilingual program also had the best scores for Teacher Affiliation, School Affiliation, and Self Acceptance Measures.[14]

MILWAUKEE, WISCONSIN (Spanish)

The Spanish/English bilingual program in Milwaukee, Wisconsin, has had successful results in a variety of areas. On the Metropolitan Readiness Tests, kindergarten bilingual program pupils achieved the program objective by equalling or exceeding the performance of Spanish-surnamed children in the regular program comparison group. Upper-primary bilingual program pupils scored significantly higher on the English reading section of the Metropolitan Achievement Tests than a Latino control group. Mathematical advancement was also noted on the Metropolitan Achievement Test. By the end of the upper primary grades, bilingual program pupils scored higher than the control group on the Mathematics section of the MAT.[15]

GRAND RAPIDS, MICHIGAN (Vietnamese)

The Vietnamese/English component of the Grand Rapids Public School System Bilingual Education Program has shown significant progress in the area of mathematics. The Vietnamese elementary students enrolled in the bilingual program have scored at or above national norms on the math section of the Metropolitan Achievement Tests at nearly all grade levels during the 1977-1978 school year.[16]

BRISTOL, RHODE ISLAND (Portuguese)

The Bristol Portuguese/English Bilingual Program has proven to be one of the more successful Portuguese programs in the country. The English and Portuguese language skills of the students enrolled in the bilingual program have shown noteworthy gains.

The Michigan Oral Language Productive Test was used for measuring oral English growth and significant progress was reported for the 1977-78 school year. Portuguese language skills were measured on a pre-post basis using the New Bedford Criterion-Referenced Test and signficiant gains were reported in speaking, writing, and reading.[17]

DADE COUNTY, FLORIDA (Spanish)

The Spanish/English bilingual program in Dade County, Florida, is one of the largest and most successful programs in the country. Students enrolled in the bilingual program have been tested with the Stanford Achievement Tests (SATs) and their scores have been compared to national norms and district norms.

In reading comprehension, bilingual program pupils scored above the national average and also their district average in grades one through four. Results of the math computation section of the SATs showed that Dade County bilingual students scored above the national average for grades one through six, and above the district average for grades three through six. Similarly, these students scored above the national norm in grades one through six, and above the district average in grades two through six on the mathematical concept section of the test.

Comparing Dade bilingual program pupils to students of similar backgrounds countywide, those pupils in the program performed equally as well on the Basic Skills Achievement Test in English. Students involved in the Dade County Program have not only significantly improved their English proficiency, but have also made notable gains in their Spanish proficiency.[18]

USOE MODEL PROGRAMS

Four successful basic bilingual projects have been chosen by the U.S. Office of Education as exemplary models within the bilingual system. A general method of implementation of these programs has been written in booklets called "Project Information Packets" (PIPs) which were designed to assist new programs that need a basic model to follow. The four exemplary programs that were selected were: "Nuevos Horizontes" of the Houston Independent School District in Houston, Texas, "Savior" in St. John Valley, Maine, "Venceremos" of the Alice Independent School District in Alice, Texas, and "Adelante" of the Corpus Christi Independent School District, in Corpus Christi, Texas.

* * *

Zapper and Cruz conducted a study of bilingual programs in 1977 and encountered a total of 66 findings in the three evaluations and twelve research studies which met their criteria. Of these, only one percent were negative, 58 percent were positive, and 41 percent were neutral. They made the important observation that,

> ...a non-significant effect is not a negative finding with respect to bilingual education. A non-significant effect, that students in bilingual education classes are learning at the same rate as students in monolingual classes, demonstrates the fact that learning in two languages does not interfere with a student's academic and cognitive performance. Students in bilingual classrooms have the added advantage of learning a second language and culture without impeding their educational progress. Under these circumstances, a non-significant finding can be interpreted as a positive effect on bilingual education.[19]

Footnotes

[1] Paul Rosier and Merilyn Forella, "Bilingual Education at Rock Point -- Some Early Results", (TESOL Quarterly, Vol. 10, No. 4, December 1976), pp. 379-389.

[2] Rudolph C. Troike, Research Evidence for the Effectiveness of Bilingual Education, (Rosslyn, Virginia: National Clearinghouse for Bilingual Education), p. 9.

[3] Ned Sellye, Rafaela Elizondo DeWeffer, and K. Balasubramonian, "Do Bilingual Education Programs Inhibit English Language Achievement? A Report on an Illinois Experiment" (San Juan, Puerto Rico: Paper presented at the Seventh Annual Convention, Teachers of English to Speakers of Other Languages, 1973).

[4] Thomas E. Whalen and Barbara Jew, Annual Evaluation Report, San Francisco Unified School District, Title VII Chinese Bilingual Program, (Hayward, California: Evaluation Associates Development of Educational Psychology, 1973).

[5] Raymond J. Rodrigues, A Longitudinal Study of Bilingual English Syntax (Las Vegas, New Mexico: 1978).

[6] Harvey J. Werrman, A Report on the Lorain, Ohio, Title VII Bilingual-Bicultural Project, (Lorain, Ohio: 1979), pp. 1-5.

[7] Troike, p. 7.

[8] Ibid., p. 6.

[9] Ibid., p. 6.

[10] Ibid., pp. 7 & 8

[11] Ibid., p. 10.

[12] Ibid., p. 10.

[13] Dearborn Public Schools Evaluation Report 1977-78 - Bilingual Education Program, (Lagrange, Illinois: International Resource Development, Inc., 1978), pp. 29-71.

[14] Abstract of Assessment of the St. Paul Bilingual/Bicultural Education Program, (Watertown, Wisconsin, Educational Assessment Services, Inc., 1978), pp. 1-4.

[15] Milwaukee Bilingual Education Program Evaluation 1977-78, (Milwaukee, Wisconsin: Division of Planning and Long-Range Development, Milwaukee Public Schools, 1978), pp. 123-128.

[16] *Grand Rapids Public Schools Narrative Performance Report 1977-78*, (Grand Rapids, Michigan: 1978), pp. 1-33.

[17] Abstract of *Bristol Rhode Island Evaluation*, (Bristol, Rhode Island: 1978), pp. 1-3.

[18] *1976-77 Evaluation of the Dade County Bilingual School Organization Program*, (Miami, Florida: Office of Management and Educational Audits, Data County Public Schools, 1978), pp. 1-61.

[19] Troike, p. 10.

Appendix B

Exhibits (1-9)

Exhibit 1
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LEGISLATIVE CHANGES INCLUDED IN THE NEW TITLE VII EDUCATION AMENDMENTS OF 1978

Definition of Eligible Participants

Definition is expanded to include students of limited English proficiency, in four skills (reading, writing, speaking and understanding) rather than only of limited English-speaking ability, and now specifically includes American Indians and Alaskan Native students. Priority shall be given to projects dealing with students who have been historically underserved, those most in need, and persons from low-income families.

Definition of Bilingual Program

Bilingual program is now defined as a program providing instruction in English and in the native language of the child to the extent necessary to allow a child to "achieve competence in the English language," rather than solely "progress effectively through the educational system." Entry-exit criteria for children in the program shall be developed, individual evaluations shall be conducted every two years and follow-up services shall be provided after exit from the program to sustain achievement of the students.

Number of English-Speaking Children Permitted to Participate

The number of English-speaking children permitted to participate shall in no event exceed 40% of the enrollment in the program.

Parental Participation

Advisory councils, made up of parents and other interested participants, must participate in developing the application for a program. Consultation with an advisory committee made up of parents, teachers, and other interested individuals (which may be one and the same as the advisory council) must continue after an application has been approved. Parents must be informed of the instructional goals of the program and their children's progress.

Training

An applicant shall include a comprehensive plan for providing the training activities on the basis of an assessment of the needs of its personnel. "Adequate funds" shall be expended for staff development (in-service training) rather than the previously stated 15% of the grant. A description of the proficiency in the target language and in English will be required of participants in training programs.

Evaluation Plan

Each local program shall have an evaluation plan consistent with guidelines prescribed through regulations.

Capacity Building

Federal funds will supplement and not supplant local funds for programs. The school district must be building a capacity to provide such programs on a regular basis when assistance is reduced or no longer available. A termination order for federal funding of a program will not be issued provided that the LEA shows adequate progress in meeting the goals of Title VII and demonstrates it is unable to provide a bilingual education program without assistance.

Funding

Appropriation is increased to $200 million for 1979, $250 million for 1980, $300 million for 1981, $350 million for 1982, $400 million for 1983. An application of an LEA may cover a period from only one to five years. If an application is approved for a period of more than one year, no subsequent application is required during that period of time unless activities not included in the original application are to be carried out. Recommendations shall be made for means of converting the bilingual education program from a discretionary grant to a formula grant program.

Personnel

The personnel involved in a bilingual program shall be bilingual to the extent possible.

Bilingual Programs in Puerto Rico

Bilingual programs in Puerto Rico may make provisions for children of limited English proficiency or limited Spanish proficiency.

Indian Programs' Payments

Payments for Indian programs will go directly to the applicants, rather than through intermediary agents.

Fellowships

The Commissioner shall conduct a study of the impact of fellowship students on bilingual education and disseminate abstracts of research findings done by the fellows. Recipients shall repay financial assistance or work for an equal period of time in an activity related to bilingual education training.

Training Programs

Private nonprofit agencies are now eligible applicants for higher education training activities, and all eligible applicants must consult with one or more LEAs or an SEA.

Research

The National Institute of Education (NIE) shall carry out a research program in bilingual education in consultation with OBE. Research proposals may now

Exhibit 1
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be submitted by nonprofit organizations. Research appropriations are increased to $20 million for each year from 1979 to 1983.

Nonpublic Schools

An LEA shall be penalized if it is unable or unwilling to provide for the participation of nonpublic school children of language and grade levels similar to those of children in their programs.

Exhibit 2

NUMBER OF STUDENTS SERVED BY TITLE VII FUNDS BY STATE AND TERRITORY - FISCAL YEAR 1978

State:

Alaska	1,999
Arizona	15,066
California	81,761
Colorado	6,787
Connecticut	2,157
Delaware	397
Florida	3,380
Georgia	110
Hawaii	1,155
Idaho	2,085
Illinois	5,048
Indiana	350
Kansas	233
Kentucky	180
Louisiana	9,920
Maine	681
Maryland	492
Massachusetts	4,207
Michigan	6,604
Minnesota	971
Mississippi	242
Missouri	305
Montana	378
New Hampshire	312
New Jersey	7,246
New Mexico	6,516
New York	44,066
North Carolina	620
Ohio	1,944
Oklahoma	2,627
Oregon	1,575
Pennsylvania	3,657
Rhode Island	1,879
South Dakota	436
Tennessee	1,218
Texas	68,283
Utah	1,509
Vermont	568
Virginia	1,170
Washington	3,092
Wisconsin	2,002
Wyoming	276

Territory:

American Samoa	1,149
Guam	520
Puerto Rico	1,326
Trust Territory of the Pacific	2,539
Virgin Islands	1,477
Washington, D.C.	1,647

The 42 states and 6 territories above serve a total of 302,162 students.

Exhibit 3

LANGUAGES ADDRESSED IN
TITLE VII BASIC PROGRAMS - FISCAL YEAR 1978

Aleut
Algonkin
Apache
Arabic
Armenian
Athabascan
Cambodian
Carolinian
Central Yupik
Chamorro
Cherokee
Chinese
Choctaw
Creek
Crow
Eelaponke
French
French-Canadian
German
Greek
Gwich'in
Haitian
Havasupai
Hebrew
Hualapai
Hungarian
Ilocano
Indo-Chinese
Iñupiaq
Italian
Japanese
Keresian
Korean
Lakota
Laotian
Marshallese
Menominee
Miccosukee
Mohawk
Navajo
Northern Cheyenne
Ojibwe
Palauan
Papago
Passamaquoddy
Pennsylvania Dutch/German
Persian
Piaute
Pilipino
Pima
Ponapean
Portuguese
Punjabi
Russian
Samoan
Seminole
Sioux
Spanish
Tagalog
Tewa
Thai
Trukese
Ulithian
Ute
Vietnamese
Wolian
Yapese
Yiddish
Yup'ik

TITLE VII FELLOWSHIP PROGRAMS - FISCAL YEAR 1978

FELLOWSHIP PROGRAM/LOCATION	LANGUAGES SERVED	NUMBER OF FELLOWSHIPS	FUNDING LEVEL
Arizona State University Tempe, Arizona	Spanish, Navajo	12	$ 75,400
University of Arizona Tucson, Arizona	Spanish	7	$ 42,198
California State College/Dominguez Hills Dominguez Hills, California	Spanish	9	$ 10,384
California State University/Fullerton Fullerton, California	Spanish	8	$ 42,700
California State University/Los Angeles Los Angeles, California	Spanish, Cantonese	17	$ 33,450
California State University/Sacramento Sacramento, California	Spanish, Cantonese	30	$149,560
San Diego State University San Diego, California	Spanish, Filipino, Hopi, Vietnamese	18	$102,043
University of San Francisco San Francisco, California	Spanish, Chinese, Filipino, Japanese	35	$228,810
University of California at Santa Barbara Santa Barbara, California	Spanish	13	$ 90,474
Stanford University Stanford, California	Spanish	13	$131,840
University of the Pacific Stockton, California	Spanish, Chinese, Filipino	36	$298,450

Exhibit 4
Page 1 of 4

FELLOWSHIP PROGRAM/LOCATION	LANGUAGES SERVED	NUMBER OF FELLOWSHIPS	FUNDING LEVEL
University of Colorado Boulder, Colorado	Spanish	25	$191,534
University of Northern Colorado Greeley, Colorado	Spanish	10	$ 59,820
University of Delaware Newark, Delaware	Spanish	4	$ 26,090
University of Florida Gainesville, Florida	Spanish	12	$ 84,472
Florida State University Tallahassee, Florida	Greek, Spanish, Tagalog, Thai, Vietnamese, Arabic	29	$195,658
Western Illinois University Macomb, Illinois	Spanish	11	$ 70,650
University of Illinois/Urbana Urbana, Illinois	Spanish	36	$248,613
Indiana University Bloomington, Indiana	Spanish	12	$105,373
Wichita State University Wichita, Kansas	Spanish	10	$ 32,900
University of Massachusetts Amherst, Massachusetts	Spanish	8	$ 55,335
Boston University Boston, Massachusetts	Spanish, Portuguese, Chinese, Italian	26	$176,699
Wayne State University Detroit, Michigan	Spanish, Arabic	12	$ 89,961

Exhibit 4
Page 2 of 4

FELLOWSHIP PROGRAM/LOCATION	LANGUAGES SERVED	NUMBER OF FELLOWSHIPS	FUNDING LEVEL
Montana State University Bozeman, Montana	Crow, Blackfeet, Northern Cheyenne	14	$106,300
Seton Hall University South Orange, New Jersey	Spanish, Korean, Chinese, Japanese	23	$199,169
University of New Mexico at Albuquerque Albuquerque, New Mexico	Spanish, Navajo, Keres	27	$171,112
New Mexico State University at Las Cruces Las Cruces, New Mexico	Spanish	17	$122,869
New Mexico Highlands University Las Vegas, New Mexico	Spanish	8	$ 52,180
State University of New York/Albany Albany, New York	Spanish	11	$ 79,927
Brooklyn College - C.U.N.Y. Brooklyn, New York	Chinese	7	$ 45,379
Long Island University at Brooklyn Center Brooklyn, New York	Spanish, French, Italian	24	$107,700
Hofstra University Hempstead, New York	Spanish	38	$110,162
St. John's University Jamaica, New York	Greek, Spanish	15	$108,250
New York University New York, New York	Spanish, Chinese, French, Japanese, Greek, Italian, Russian	38	$341,083
Fordham University at Lincoln Center New York, New York	Spanish	13	$107,946

Exhibit 4
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FELLOWSHIP PROGRAM/LOCATION	LANGUAGES SERVED	NUMBER OF FELLOWSHIPS	FUNDING LEVEL
Columbia University New York, New York	Spanish	7	$ 54,179
University of Oklahoma Norman, Oklahoma	Spanish, Creek, Cherokee, Kiowa, Choctaw, Seminole	12	$ 87,179
Temple University Philadelphia, Pennsylvania	Spanish	9	$ 75,775
Pennsylvania State University University Park, Pennsylvania	Spanish	15	$128,070
University of Texas at Austin Austin, Texas	Spanish	23	$118,271
Texas Woman's University Denton, Texas	Spanish	4	$ 20,516
University of Texas at El Paso El Paso, Texas	Spanish	5	$ 26,420
University of Houston Houston, Texas	Spanish	20	$114,600
Texas A & I University Kingsville, Texas	Spanish	16	$ 98,472
University of Texas at San Antonio San Antonio, Texas	Spanish	8	$ 48,128
University of Washington/Seattle Seattle. Washington	Spanish, Chinese, Filipino, Japanese, Korean, Vietnamese	31	$186,476

Exhibit 4

Exhibit 5
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BILINGUAL EDUCATION
FELLOWSHIP PROGRAM - FISCAL YEAR 1978

-----------STATE ANALYSIS OF PROGRAM BY LANGUAGE AND DEGREE OFFERED------------

State	Language	Masters Degree	Doctoral Degree	Total
Arizona	Spanish	0	19	
	Navajo	0	0	19
California	Spanish	59	57	
	Chinese	15	24	
	Filipino	4	13	
	Hopi	0	0	
	Vietnamese	4	0	
	Japanese	0	3	179
Colorado	Spanish	8	25	33
Delaware	Spanish	4	0	4
Florida	Spanish	0	23	
	Greek	0	9	
	Thai	0	0	
	Tagalog	0	2	
	Vietnamese	0	3	
	Arabic	0	4	41
Illinois	Spanish	11	36	47
Indiana	Spanish	5	7	12
Kansas	Spanish	10	0	10
Massachusetts	Spanish	0	27	
	Portuguese	0	4	
	Chinese	0	2	
	Italian	0	1	34
Michigan	Spanish	0	8	
	Arabic	0	4	12
Montana	Crow	6	4	
	Blackfeet	0	1	
	Northern Cheyenne	2	0	13
New Jersey	Chinese	9	0	
	Japanese	4	0	
	Spanish	9	0	
	Korean	1	0	23

Exhibit 5
Page 2 of 2

---------STATE ANALYSIS OF PROGRAM BY LANGUAGE AND DEGREE OFFERED-------------

State	Language	Masters Degree	Doctoral Degree	Total
New Mexico	Spanish	8	35	
	Navajo	5	1	
	Keres (Pueblo)	0	3	52
New York	Spanish	21	84	
	Chinese	7	3	
	French	9	10	
	Italian	8	2	
	Greek	9	0	
	Japanese	0	0	
	Russian	0	0	153
Oklahoma	Spanish	8	0	
	Cherokee	0	1	
	Choctaw	0	0	
	Creek	0	0	
	Kiowa	0	2	
	Seminole	0	1	12
Pennsylvania	Spanish	0	24	24
Texas	Spanish	27	49	76
Washington	Spanish	7	12	
	Chinese	1	3	
	Filipino	1	2	
	Japanese	0	1	
	Korean	0	1	
	Vietnamese	2	1	31
	Totals	264	511	775

TITLE VII TRAINING RESOURCE CENTERS - FISCAL YEAR 1978

TRAINING RESOURCE CENTER/LOCATION	LANGUAGES SERVED	FUNDING LEVEL
Indian Education Training Resource Center Tempe, Arizona	Spanish, Papago, and Pima	$289,827
BABEL Resource Center Berkeley, California	Spanish, Chinese, Portuguese, Korean, Tagalog, Japanese, Pilipino, Laotian, Vietnamese, Cambodian, and Punjabi	$660,000
Comprehensive Educational Assistance Center Fullerton, California	Spanish, Portuguese, Chinese, Korean, Samoan, Tagalog, Japanese, Pilipino, Vietnamese, Illocano, and Laotian	$375,000
Cross Cultural Resource Center Sacramento, California	Spanish, Paiute, Samoan, Chamorro, Kosraen, Ponapean, Carolinian, Yapese, Trukese, Marshallese, Palauan, Tagalog, Ulithian, Walerian, Japanese, Punjabi, Chinese and Hawaiian languages	$350,000
San Diego National Training Resource Center San Diego, California	Spanish, Pilipino, and Vietnamese	$699,894
Training Resource Center Boulder, Colorado	Spanish	$360,000
Midwest Resource Center for Bilingual/ Bicultural Education Mt. Prospect, Illinois	Spanish, Greek, Arabic, Ojibwe, Ibo, Vietnamese, Potawatomi, Igala, Chaldean, Hausa, Yoroba, and Sarsi	$706,356
University of Southwestern Louisiana Bilingual/Bicultural Resource Center Lafayette, Louisiana	French, Italian, Spanish, Hungarian, and Vietnamese	$411,858
Boston University Bilingual Resource and Training Center Boston, Massachusetts	Chinese, French, Greek, Armenian, French-Canadian, Passamaquoddy, Spanish, Italian, Haitian-Creole, and Portuguese	$388,181

Exhibit 6
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TRAINING RESOURCE CENTER/LOCATION	LANGUAGES SERVED	FUNDING LEVEL
Southwest Bilingual Education Training Resource Center Albuquerque, New Mexico	Navajo, Spanish, Tewa, Mescalero/Apache, Karesan, Towa, and Ute	$420,371
Southwest Cooperative Training and Resource Center Las Cruces, New Mexico	Spanish	$259,690
Regional Bilingual Training Resource Center Brooklyn, New York	Greek, Italian, Spanish, French/Haitian-Creole, Yiddish, Hebrew, Russian, Mohawk, Portuguese, Arabic, and Japanese	$510,612
Merit Center Philadelphia, Pennsylvania	Spanish, Chinese, Greek, Italian, Arabic, Korean, Yiddish, Pennsylvania Dutch/German, Vietnamese, Choctaw, Tagalog, Cherokee, French Creole, and Russian	$314,253
Multilingual/Multicultural Resource and Training Center Providence, Rhode Island	Portuguese, Spanish, Italian, and French Creole (Cape Verdean)	$352,562
South Central Bilingual Resource Center Austin, Texas	Spanish	$304,027
Federation Bilingual Training and Resource Center Denton, Texas	Spanish, Choctaw, Creek, Seminole, and Cherokee	$300,050
South Central Bilingual Resource Center Kingsville, Texas	Spanish	$344,852
Delta Bilingual/Bicultural Education Training Resource Center Salt Lake City, Utah	Crow, Lakota, Chinese, Spanish, Ute, Japanese, Cheyenne, Navajo, and Korean	$294,002
National Bilingual Training Resource Center Seattle, Washington	Spanish, Alaskan, and Native American languages	$400,000
Bilingual Education Technical Assistance Center Tacoma, Washington	Chinese, Pilipino, Japanese, Korean, Samoan, Cambodian, Vietnamese, and Russian	$300,000

Exhibit 6
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Exhibit 7
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TITLE VII MATERIALS DEVELOPMENT CENTERS - FISCAL YEAR 1978

MATERIALS DEVELOPMENT CENTER/LOCATION	LANGUAGES SERVED	FUNDING LEVEL
National Bilingual Materials Development Center Anchorage, Alaska	Eastern & Western Aluet, Gwich'in, Iñupiaq, Yup'ik, Siberian Yupik, Upper Tanana, Alutiiq (Sugpiaq), Dena'ina, Upper Kuskokwin, Koyukon, Tlingit, Haida, Tsimshian, Ahtena, Cree, Crow, Hidasta, Shoshone, Arapaho, Yakima, Pit River, Navajo, Cherokee, Seminole, Mohawk, and Northern Cheyenne	$600,000
Arizona Bilingual Materials Development Center Tucson, Arizona	Spanish	$550,000
Asian American Bilingual Center Berkeley, California	Chinese, Japanese, Korean, and Pilipino	$550,000
National Asian Center for Bilingual Education Los Angeles, California	Chinese, Japanese, and Korean	$300,000
National Multilingual/Multicultural Materials Development Center Pomona, California	Spanish	$650,000
Asian American Bilingual Cross Cultural Materials Development Center San Francisco, California	Chinese and Pilipino	$300,000
Spanish Curricula Development Center Miami, Florida	Spanish	$350,000
Social Studies Materials Development Center for Greek Speaking Minority Children Tallahassee, Florida	Greek	$150,000
Pacific Area Languages Materials Development Center Honolulu, Hawaii	Ilokano, Samoan, Marshallese, Yapese, Ponapean, Kosraean, Chamorro, Palauan, Carolinian, and Trukese	$343,000

MATERIALS DEVELOPMENT CENTER/LOCATION	LANGUAGES SERVED	FUNDING LEVEL
Midwest Organization for Materials Development Urbana, Illinois	Spanish and Vietnamese	$350,000
Mid-American Center for Bilingual Materials Development Iowa City, Iowa	Spanish and Indo-Chinese	$500,000
Arabic Language Bilingual Materials Development Center Ann Arbor, Michigan	Arabic	$250,000
National Materials Development Center for French Manchester, New Hampshire	French	$295,224
Asian Bilingual Curriculum Development Center South Orange, New Jersey	Chinese, Japanese, and Korean	$404,872
Native American Materials Development Center Ramah, New Mexico	Navajo	$505,554
Northeast Center for Curriculum Development Bronx, New York	Greek, Russian, Spanish, Hebrew, and Italian	$487,500
National Portuguese Materials Development Center Providence, Rhode Island	Portuguese	$310,923
The National Center for Development of Bilingual Curriculum Dallas, Texas	Spanish and French	$350,000
Bilingual Materials Development Center Fort Worth, Texas	Spanish	$350,000

Exhibit 7
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TITLE VII DISSEMINATION AND ASSESSMENT CENTERS - FISCAL YEAR 1978

DISSEMINATION AND ASSESSMENT CENTER/LOCATION	LANGUAGES SERVED	FUNDING LEVEL
National Dissemination and Assessment Center Los Angeles, California	Spanish, Asian and Pacific area languages	$755,142
National Assessment and Dissemination Center Cambridge, Massachusetts	Spanish, French, Portuguese, Italian, Greek, Chinese, Korean, Japanese, Vietnamese, and Russian	$755,142
National Dissemination and Assessment Center Austin, Texas	Spanish	$755,142

Exhibit 8

TITLE VII FUNDS OBLIGATED - FISCAL YEAR 1978

STATE/TERRITORY	MATERIALS DEVELOPMENT	SEAs	BASIC PROGRAMS	BASIC TRAINING	OTHER TRAINING	TOTAL
State:						
Alabama	$ --- ---	$ --- ---	$ --- ---	$ --- ---	$ --- ---	$ --- ---
Alaska	600,000	32,550	702,065	105,309	270,372	1,710,296
Arizona	550,000	157,486	3,184,838	477,723	748,869	5,118,916
Arkansas	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
California	2,555,142	1,206,271	22,426,399	3,725,731	5,533,173	35,446,716
Colorado	--- ---	86,234	1,668,993	250,346	781,351	2,786,924
Connecticut	--- ---	43,049	853,977	128,096	108,799	1,133,921
Delaware	--- ---	8,876	173,913	26,087	26,090	234,966
Florida	500,000	92,328	1,318,841	197,825	637,114	2,746,108
Georgia	--- ---	4,781	82,609	12,391	--- ---	99,781
Hawaii	343,000	25,110	454,554	68,184	227,064	1,117,912
Idaho	--- ---	18,382	298,315	44,747	90,000	451,444
Illinois	350,000	141,027	2,166,141	654,922	1,523,487	4,835,577
Indiana	--- ---	2,099	199,817	29,972	204,373	436,261
Iowa	500,000	--- ---	--- ---	--- ---	--- ---	500,000
Kansas	--- ---	3,971	95,826	14,374	32,900	147,071
Kentucky	--- ---	--- ---	104,348	15,652	--- ---	120,000
Louisiana	--- ---	123,395	3,260,062	491,262	500,658	4,375,377
Maine	--- ---	16,475	236,904	35,536	--- ---	288,915
Maryland	--- ---	11,700	243,193	36,478	--- ---	291,371
Massachusetts	755,142	87,567	1,697,033	254,554	800,215	3,594,511

Exhibit 9
Page 1 of 3

STATE/TERRITORY	MATERIALS DEVELOPMENT	SEAs	BASIC PROGRAMS	BASIC TRAINING	OTHER TRAINING	TOTAL
State:						
Michigan	$ 250,000	$ 71,757	$ 1,915,186	$ 287,276	$ 386,985	$ 2,911,204
Minnesota	--- ---	15,780	276,742	41,508	--- ---	334,030
Mississippi	--- ---	15,391	271,943	40,791	125,000	453,125
Missouri	--- ---	--- ---	112,690	16,904	--- ---	129,594
Montana	--- ---	33,605	665,316	99,799	215,750	1,014,470
Nebraska	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
Nevada	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
New Hampshire	295,224	6,359	116,479	17,471	--- ---	435,533
New Jersey	404,872	124,846	2,333,881	350,084	790,259	4,003,942
New Mexico	505,554	124,336	2,413,443	362,008	1,641,018	5,046,359
New York	625,000	838,854	15,344,946	2,301,739	3,271,027	22,381,566
North Carolina	--- ---	5,920	218,137	32,720	--- ---	256,777
North Dakota	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
Ohio	--- ---	22,107	460,695	68,992	--- ---	551,794
Oklahoma	--- ---	26,111	503,985	74,914	178,529	783,539
Oregon	--- ---	33,922	584,433	87,669	--- ---	706,024
Pennsylvania	--- ---	52,524	815,527	122,328	701,030	1,691,409
Rhode Island	310,923	55,818	986,632	147,991	458,372	1,959,736
South Carolina	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
South Dakota	--- ---	12,445	371,656	55,747	--- ---	439,848
Tennessee	--- ---	--- ---	152,174	22,826	--- ---	175,000
Texas	1,455,142	657,892	10,518,892	1,577,835	2,737,875	16,947,636
Utah	--- ---	20,963	443,067	66,460	379,002	909,492

Exhibit 9
Page 2 of 3

STATE/TERRITORY	MATERIALS DEVELOPMENT	SEAs	BASIC PROGRAMS	BASIC TRAINING	OTHER TRAINING	TOTAL
State:						
Vermont	$ --- ---	$ 13,549	$ 239,096	$ 35,865	$ 98,000	$ 386,510
Virginia	--- ---	5,750	383,767	57,566	98,000	545,083
Washington	--- ---	63,014	1,025,075	153,759	1,044,472	2,286,320
West Virginia	--- ---	--- ---	--- ---	--- ---	--- ---	--- ---
Wisconsin	--- ---	19,894	424,791	63,719	98,041	606,445
Wyoming	--- ---	7,290	146,548	21,983	--- ---	175,821
Territory:						
District of Columbia	--- ---	9,633	191,212	28,681	--- ---	229,526
American Samoa	--- ---	--- ---	176,187	26,428	--- ---	202,615
Guam	--- ---	--- ---	200,151	30,023	119,930	350,104
Puerto Rico	--- ---	26,807	468,558	70,284	97,000	662,649
Trust Territories	--- ---	24,155	437,782	65,671	--- ---	527,608
Virgin Islands	--- ---	13,552	208,943	31,341	--- ---	253,836
Mariana Islands	--- ---	10,671	178,163	26,725	--- ---	215,559
Other:						1,213,000
Total(s)	$ 9,999,999	$ 4,374,246	$ 81,753,925	$ 12,956,296	$ 23,924,755	$134,222,221

Exhibit 9
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Appendix C

A Compilation of Responses
to the
Evaluation of the Impact of ESEA
Title VII Bilingual Education Program
Conducted by the American Institutes of Research (AIR)

A Compilation of Responses
to the
Evaluation of the Impact of ESEA
Title VII Bilingual Education Program
Conducted by the American Institutes of Research (AIR)

The Office of Planning, Budgeting and Evaluation (now the Office of Evaluation and Dissemination) of the U.S. Office of Education contracted with the American Institutes of Research (AIR) in 1974 to conduct an "impact" study of the ESEA Title VII Bilingual Education Program. A national evaluation of the ESEA Title VII Program had never been conducted since the inception of the program in 1968. The results of this evaluation describe the implementation of the program during the 1975-1976 academic year.

The specific goals of the study were to:

- Determine both the cognitive and the affective impact of bilingual education on students in Spanish/English bilingual education projects funded through ESEA Title VII;
- Describe the educational processes operating in these projects;
- Identify those educational practices which result in greater gains in student achievement; and
- Determine the per-student cost associated with each project.

The research findings of the project were reported in March, 1978. These findings were not entirely positive. Among the findings reported were the following:

- The fall-to-fall achievement gains in English Reading and in Mathematic Computation in Title VII projects were not substantially different from what would have been expected without participation in a Title VII project.

- The English Reading percentile rank of the average Title VII Hispanic student remained at approximately the same level between fall 1975 and fall 1976 (approximately 20th percentile) for the second and third graders who were followed into the third and fourth grades. In general, the status of the Title VII Follow-On students in Mathematics Computation also remained quite constant from fall 1975 to fall 1976 (approximately 30th percentile for the second graders and 40th percentile for the fourth graders).

- The overall across-grade Title VII student analyses showed that the Title VII Program did not appear to be having a consistent significant impact on student achievement in English Language Arts or Mathematics.

- Participation in the Title VII program did not bring about a more positive student attitude toward school and school-related activities.

- There was an increase in the scores on the Spanish Reading Test (Prueba de Lectura) between the pretest and posttest in the 1975-1976 school year for Title VII students.

- It appears that the more whole-class instruction, the less the Mathematics gain; and the more grouping or individualized instruction, the greater the gain. The extent of Spanish use permitted in Mathematics Class was found generally to be unrelated to student gains in Mathematics.

- The average number of hours per student per week in Spanish Language instruction was positively related to gains in the Spanish as a Second Language scores. However, there were no significant relationships in any grade between hours spent per week in Spanish Language instruction and the Spanish Reading test score gains.

- There was no consistent relationship found across grades between any of the gains in student achievement or attitudes and the variable, Proportion of Hispanic Students in the Classroom. That is, as the number of Hispanic students in a classroom relative to the number of non-Hispanic students increased or decreased, there was no corresponding change in gains in any of the student outcome measures in English Language Arts, Mathematics, Student Attitude Toward School or Spanish Language Arts for students in that classroom. Further, the degree to which English is used in the home and neighborhood (as measured by the Parent Questionnaire) was also found to have no consistent relationship with gains in any of the student test scores in English, Spanish, or Mathematics or attitudes across grades.

- It...appears that teacher and teacher aide overall teaching qualifications (highest college degree, type of state teaching credential, and years of full-time teaching experience), bilingual teaching qualifications (years of teaching in a bilingual program, college training in bilingual eudcation, and attendance at conferences on bilingual education), and bilinguality (language proficiency presently and as a teenager and as a child; language used at home, with own children, and with bilingual friends) have little relationship to student gains in English, Reading, English as a Second Language, Mathematics, and Spanish Reading; or to a more positive attitude on the part of the students toward school and school-related activities, attitude toward English usage, or attitude toward Spanish usage.[2]

The findings presented above are only some of the overall findings. Readers are urged to read the Overview of Study and Findings, Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program for a description of the data collection strategy as well as the data analysis strategy.[3]

The professional bilingual educators received the results of the AIR Study with little enthusiasm. Flaws in the project design were immediately pointed out -- flaws that brought the results of the study into question.

In light of the controversial findings of this evaluation, many refutations and rebuttals of both the AIR report and bilingual education have arisen. Staff members of the AIR evaluation, including Ruddie Irizarry, Antonio De Porcel, Teresa Delgado, Beatrix Arias and others with expertise in the fields of education and research such as Jose Cardenas of the Intercultural Development Research Association,[4] Michael O'Malley of the National Institute of Education,[5] Tracy Gray of the Center for Applied Linguistics,[6] and Heidi Dulay and Marina Burt of Bloomsbury West,[7] have written responses to the findings of the AIR report questioning the accuracy and validity of the methodology employed in executing this evaluation.

These five responses have many commonalities in noting methodological faults of the evaluation. The manner in which the target population of the study was identified was one of the areas criticized by most all of the people mentioned above. The procedural approach for classifying the students by language dominance was done subjectively by the teacher of each classroom included in the study. The teacher was given a roster of the students in the class and was asked to indicate one of the following categories which best described each student: English dominant in reading and mathematics, bilingual in reading and knows mathematics in English, Spanish dominant in reading and mathematics, or bilingual in reading and knows mathematics in Spanish. From these categories the students were identified as either monolingual English or as of limited English-speaking ability. There were no descriptions given in the AIR report of the procedures used to define these terms.

The major discrepancy noted here was that the study intended to equate language dominance with language proficiency. By classifying the students in such a manner, a student whose English may have been poor, but was better than his/her Spanish was classified as English dominant, and therefore not of limited English-speaking ability, and a student who may have been bilingual with good skills in both languages, but was slightly more proficient in Spanish would be classified as Spanish dominant, and therefore a limited English speaker. Also, the entire responsibility of classifying the students was placed upon the teacher's judgment, not upon tests, despite the fact that there exists a body of research which points to the unreliability of teacher judgment as an indicator of the language characteristics of students.

While further questioning the reliability of teacher judgment in classifying students' language ability, each of the responses to the AIR report mentioned that only 50 percent of the teachers involved in the study considered themselves proficient in both English and Spanish. Therefore, only half of the teachers subjectively judging language proficiency of their students were actually proficient in the languages their students spoke. Although the study attempted to define comparable groups, Title VII and non-Title VII groups used in the evaluation were not comparable on the most critical element in evaluating a language program -- language proficiency in English and Spanish before entering school. As mentioned in the response written by the Center for Applied Linguistics, "the study sought to assess the impact of fourth and fifth year Title VII projects and to compare them with non-Title VII projects. Any pretest is not an indication of how the students were doing before treatment, but of varying points during treatment. In order for an adequate comparison to be done between the groups, the groups must be equal and one group must receive an educational treatment which the other group does not. The Title VII and non-Title VII groups were never tested for comparability at the onset of the study. It is possible that the two groups differed on the basis of cognitive development. Also, the groups differed in terms of language proficiency in English and Spanish before entering school. Thus the groups were not comparable on the most critical elements in evaluating a language program."[8] Although members of the evaluation team of the AIR report and the advisory panel urged that a cognitive development measure be used to ensure group comparability, one was not used.[9]

When given the California Test of Basic Skills (CTBS) for English proficiency as a pretest, the non-Title VII group outperformed the Title VII group in grades four and five for the CTBS Reading Total Score and in grade five for the CTBS

Reading Vocabulary. Therefore, some differences between the two groups were evident at the time of the pretest. Another factor affecting the comparability of the two groups was the language dominance make-up of the Title VII and non-Title VII sections. According to teacher judgments, almost all non-Title VII students were considered either English monolingual or English dominant, and 20-40 percent of the Title VII students (depending on grade) were judged Spanish monolingual or Spanish dominant bilingual.[10]

The reviewers were also critical of the way in which comparable groups were identified. District Title VII personnel were allowed to nominate groups to be used for comparison outside of their own school district, but differences between organization, teaching methodologies, teacher training, teacher qualifications and competencies, and varying financial resources between districts were not controlled in any fashion. Also, eighteen out of thirty-seven projects compared (almost 50 percent) were unable to identify a comparison site. Most of the projects which could not identify a comparison group were in large metropolitan or isolated rural areas. Therefore, in making comparisons between groups, it is possible that two significant segments of the sample were excluded.[11]

Another major point discussed in the responses to the AIR report was the applicability of administering an English language achievement test to Spanish monolingual children who were just learning to read and write in English in order to compare their English reading ability with the non-Title VII group. The students measured in the non-Title VII group had basically been functioning in an all English classroom for the past several years, and had been tested and taught primarily in English. However, the Title VII group had had basic training in Spanish (to establish reading skills) and had recently made the transition to English. Testing the Title VII group so recently after the beginning of the development of their English skills was not a valid means of comparing them to the non-Title VII groups which had received more English training. In addition, a very large number of children classified as Spanish monolingual did not take the various reading subtests. AIR used total reading scores in spite of missing subtest scores, thus unfairly lowering reading scores for the entire sample.

The time element in the pre and posttests of the evaluation also greatly affected the outcome. Bilingual education assists a child in establishing reading skills in his native language and once established helps him/her make the transition of these skills to English. This type of education cannot be successful in a day or a week, but rather involves several years for the entire process to be complete. It is a cumulative process which takes years and cannot be measured over a few short months. The average duration time across all the sites from pretest to posttest was only 5.5 months for the AIR Study. Even in a well-implemented program, this duration may be too brief for adequate educational improvement to be demonstrated.

The AIR Study has been roundly criticized and dismissed by most researchers in the field of bilingual education. As expected, opponents to bilingual education have uncritically seized upon the results of this study as evidence of the ineffectiveness of the Title VII bilingual education programs. Researchers and other practitioners in the field of bilingual education continue to criticize the study. It is not clear why AIR chose to carry out an evaluative study using such a flawed methodology -- many members of the AIR evaluative team have rejected both the methodology employed as well as the results obtained in the study. Researchers are almost unanimous in rejecting the findings; however, opponents to bilingual eudcation continue to use the results of this study as ammunition in their attacks on bilingual education. Probably the best single step that can be taken in the future is to conduct another national evaluation study, which will learn from the AIR mistakes, and develop a valid methodology.

FOOTNOTES

[1] Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program, Overview of Study and Findings, American Institutes for Research, AIR-48300-3/78-R, March, 1978.

[2] Ibid

[3] Ibid

[4] Jose Cardenas is Executive Director of the Intercultural Development Research Association in San Antonio, Texas.

[5] Michael O'Malley was the Senior Research Associate of the Multicultural/ Bilingual Division of the National Institute of Education in Washington, D.C. at the time this article was written and is now in the Reading and Language Studies Divison of NIE.

[6] Tracy Gray is Director of Language and Public Policy at the Center for Applied Linguistics in Rosslyn, Virginia.

[7] Heidi Dulay is Director and Marina Burt is Executive Director of Bloomsbury West Lau General Assistance Center in San Francisco, California.

[8] Challenge to USOE Final Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education programs, Center for Applied Linguistics, 1978.

[9] Response to AIR Study "Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program," Beatriz Arias, Teresa Delgado, Antonio De Porcel, Ruddie Irizarry, 1977.

[10] Review of the Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program, J. Michael O'Malley, 1978.

[11] AIR Evaluation of Bilingual Education, Intercultural Development Research Association, 1977.

Appendix D

Members of National Advisory Council
on
Bilingual Education

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	Educational Liaison Representative UNICO NATIONAL
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